

[Coastal area management land use plan update, Windsor,
North Carolina]

THIS REPORT HAS BEEN PREPARED FOR THE RESIDENTS

OF

WINDSOR, NORTH CAROLINA

TOWN COUNCIL

L. T. LIVERMON, JR., MAYOR

O. Wint Hale
J. F. Hoggard, III

T. R. Shaw, Jr.
J. Andrew Walker

David Overton, Town Administrator

PLANNING BOARD

Alice Pittman
Lawrence Carter
E. E. Moore, Jr.

John Phelps
Jack Curlings
Mary Willoughby

Technical Assistance Provided By:

The Mid-East Commission
P. O. Drawer 1787
Washington, NC 27889

PROJECT STAFF

Ricky McGhee, Project Planner
Kenneth Thompson, Project Planner
Emma S. Payne, Secretary
Barbara Dunn, Draftswoman

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TABLE OF CONTENTS

| | Page |
|--|------|
| I. INTRODUCTION..... | 1 |
| II. DATA COLLECTION AND ANALYSIS..... | 2 |
| A. Present Conditions..... | 3 |
| 1) Population and Economy..... | 3 |
| 2) Existing Land Use..... | 11 |
| 3) Current Plans, Policies and Regulations..... | 14 |
| B. Constraints: Land Suitability..... | 22 |
| 1) Physical Limitations..... | 22 |
| 2) Fragile Areas..... | 23 |
| 3) Areas of Resource Potential..... | 23 |
| C. Constraints: Capacity of Community Facilities..... | 24 |
| 1) Existing Water and Sewer Systems Analysis..... | 24 |
| 2) Existing School System Analysis..... | 26 |
| 3) Existing Primary Road System Analysis..... | 30 |
| 4) Existing Solid Waste Disposal, Police and Fire Protection..... | 32 |
| D. Estimated Demand..... | 35 |
| 1) Population and Economy..... | 35 |
| 2) Future Land Needs..... | 37 |
| 3) Community Facilities Demand..... | 39 |
| E. Summary of Data Collection and Analysis..... | 41 |
| F. Major Conclusions from Data Summary..... | 42 |
| III. POLICY STATEMENTS..... | 46 |
| A. Resource Protection..... | 48 |
| B. Resource Production and Management..... | 52 |
| C. Economic and Community Development..... | 55 |
| D. Continuing Public Participation..... | 61 |
| E. Other Issues..... | 63 |
| F. Proposed Five-Year Work Program..... | 65 |
| IV. LAND CLASSIFICATION..... | 67 |
| A. Developed..... | 68 |
| B. Transition..... | 69 |
| C. Community..... | 72 |
| D. Rural..... | 72 |
| E. Conservation..... | 73 |

| | Page |
|--|------|
| V. RELATIONSHIP OF POLICIES AND LAND CLASSIFICATION..... | 75 |
| VI. INTERGOVERNMENTAL COORDINATION AND IMPLEMENTATION..... | 78 |
| VII. PUBLIC PARTICIPATION..... | 81 |
| VIII. APPENDICES..... | 83 |
| A. Recent Growth Areas in Windsor | |
| B. Historic Sites in Windsor | |
| C. Annual Evaluation Form | |

ILLUSTRATIONS

| | | |
|----------|--|----|
| Table 1 | Population Trends..... | 3 |
| Table 2 | Yearly Annexations Since 1976..... | 4 |
| Table 3 | New Residential Tax Listing, Bertie County Townships..... | 5 |
| Table 4 | Building Permits Issued, Windsor Planning Area..... | 6 |
| Table 5 | Estimated Population by Age Group, Windsor, NC..... | 7 |
| Table 6 | Manufacturing Firms, Bertie County 1980..... | 9 |
| Table 7 | State Development Regulations..... | 18 |
| Table 8 | Federal Development Regulations..... | 20 |
| Table 9 | Monthly Annual Average Water Demand - Windsor..... | 25 |
| Table 10 | New Residential Sewer Hookups - Windsor Planning Area... | 26 |
| Table 11 | Bertie County, North Carolina, Public School Facilities..... | 27 |
| Table 12 | Bertie County School Reorganization Plan..... | 28 |
| Table 13 | Primary Roads, Windsor 1980..... | 31 |
| Table 14 | Population Projections, Town of Windsor..... | 35 |
| Table 15 | Bertie County and Windsor Population Projections 1980 - 1990..... | 36 |

I. INTRODUCTION

1981

I. INTRODUCTION

The Coastal Area Management Act of 1974 establishes a cooperative program of Coastal Area Management between local governments and the state. Land use planning lies at the center of local government's involvement, as it gives the local leaders an opportunity and responsibility to establish and enforce policies to guide the development of their community. Therefore, this update along with the original CAMA Land Use Plan will serve as a "blueprint" for future development in the Town of Windsor.

The Land Use Planning Guidelines suggest that periodic updates of local land use plans be made to identify and analyze emerging community issues and problems.

The guidelines further give the following objectives the update should meet:

- (1) to further define and refine local policies and issues;
- (2) to further examine and refine the land classification system and the land classification map;
- (3) to assess the effectiveness of the existing land use plan and its implementation;
- (4) to further explore implementation procedures and;
- (5) To promote a better understanding of the land use planning process.

These objectives reflect a refinement of the original CAMA 1976 Plan, therefore, the original plan should be utilized as a base for this update.

This seems logical since some of the data in the original plan is still applicable today. Thus, this update will periodically refer to Windsor's 1976 CAMA Plan.

II. DATA COLLECTION AND ANALYSIS

II. DATA COLLECTION AND ANALYSIS

A. Present Conditions

1. Population and Economy

The population trends for Windsor have not altered greatly since the original CAMA Land Development Plan was written in 1976. Table 1 shows the population trends for the Town of Windsor from 1976 to 1980. Although no major changes have occurred during this period the 1980 projected estimate shows a decrease from the 1976 population estimate. Compared to Bertie County, as Table 1 indicates, Windsor's proportional share of the County appears to be stable with slight fluctuations.

TABLE 1

POPULATION TRENDS

| | <u>1970</u> | <u>1976</u> | <u>1977</u> | <u>1978</u> | <u>1979</u> | <u>1980</u> |
|-------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Windsor | 2,199 | 2,380 | 2,320 | 2,330 | 2,410 | 2,378 |
| Bertie County | 20,528 | 20,900 | 21,000 | 21,300 | 21,200 | 21,840 |
| % of County Residing | 10.7 | 11.3 | 11.0 | 10.9 | 11.3 | 11.4 |

Source: North Carolina Department of Administration
Division of State Budget and Management.

As the 1976 Plan indicated, most of Windsor's pre-1976 population increase was attributed to annexations. Table 2 shows the yearly annexations since 1976. It can be seen that 130 people have been annexed during this period. More recently, Windsor did an Annexation Feasibility Study with the help of the NRCD Field Office in Washington, North Carolina. As of this writing, none of the proposed areas have been annexed, but here again we see annexation possibly accounting for population growth of the town.

TABLE 2
YEARLY ANNEXATIONS SINCE 1976

| <u>Annexed</u> | <u>1976</u> | <u>1977</u> | <u>1978</u> | <u>1979</u> | <u>1980</u> |
|-----------------------|-------------|-------------|-------------|-------------|-------------|
| Acres | 0 | 14 | 10 | 0 | 0 |
| Housing Units | 0 | 4 | 50 | 0 | 0 |
| Number of Citizens | 0 | 10 | 120 | 0 | 0 |

Source: Town Administrator, Town of Windsor, 1980.

Table 1 indicates that the Town of Windsor's 1970 population accounted for 10.7% of the total 1970 Bertie County population. By 1980 that percentage is estimated to have increased to 11.4%. This shows a 0.7% increase which suggest marginal growth occurring and the the trend of inward migration mentioned in the original CAMA Plan may still hold true today. However, Windsor's recent growth is likely attributed to its recent annexations.

Table 3 examines the new housing inventory in Bertie County by township from 1976 to 1980. This table indicates that most of the new development is occurring in Windsor township.

Table 4 (on next page) specifically notes new residential buildings by housing type within the Windsor Planning Area. Examining the Table One would think a substantial amount of multi-family development is occurring, however, the fifty (50) units of multi-family dwellings are attributed to the Mid-East Housing Authority project recently annexed by the town.

TABLE 3
NEW RESIDENTIAL TAX LISTINGS
BERTIE COUNTY TOWNSHIPS

| | <u>1976</u> | | <u>1977</u> | | <u>1978</u> | | <u>1979</u> | | <u>1980</u> | | <u>Total</u> | |
|--------------|-------------|----|-------------|----|-------------|----|-------------|----|-------------|----|--------------|-----|
| | MH | SF | MH | SF | MH | SF | MH | SF | MH | SF | MH | SF |
| Windsor | 63 | 22 | 15 | 29 | 19 | 33 | 16 | 35 | 12 | 24 | 125 | 143 |
| Colerain | 26 | 15 | 0 | 11 | 7 | 16 | 9 | 17 | 5 | 9 | 47 | 68 |
| Mitchells | 39 | 10 | 14 | 3 | 10 | 10 | 3 | 5 | 11 | 7 | 77 | 35 |
| Roxobel | 4 | 6 | 0 | 3 | 1 | 9 | 2 | 5 | 3 | 0 | 10 | 23 |
| Woodville | 15 | 3 | 0 | 4 | 7 | 4 | 3 | 9 | 8 | 7 | 33 | 27 |
| Whites | 15 | 11 | 5 | 4 | 4 | 5 | 3 | 3 | 5 | 1 | 32 | 24 |
| Snakebite | 10 | 5 | 0 | 10 | 6 | 14 | 4 | 5 | 1 | 7 | 21 | 41 |
| Merry Hill | 10 | 7 | 7 | 5 | 8 | 14 | 5 | 8 | 2 | 5 | 32 | 39 |
| Indian Woods | 7 | 1 | 0 | 5 | 2 | 4 | 2 | 1 | 0 | 0 | 11 | 11 |

NOTE: MH = Mobile Home
SF = Single Family

Source: Bertie County Tax Supervisor's Office, 1980.

TABLE 4
BUILDING PERMITS ISSUED
WINDSOR PLANNING AREA

| <u>Type</u> | <u>1976</u> | <u>1977</u> | <u>1978</u> | <u>1979</u> | <u>1980</u> |
|------------------|-------------|-------------|-------------|-------------|-------------|
| Single Family | 6 | 15 | 8 | 10 | 5 |
| Multi- Family | 0 | 0 | 50 | 0 | 0 |
| Mobile Home | 2 | 3 | 2 | 2 | 8 |
| Total | 8 | 18 | 60 | 12 | 13 |

Source: Town Administrator, Town of Windsor, 1980.

The age composition of the current population is estimated to have changed since 1970. In 1970, Windsor had 505 persons in the 5-19 age group. It is estimated that this age group has decreased as shown on Table 5. It is anticipated that this trend will continue during the next decade. This table also suggests that the 45 and over age groups have steadily increased as mentioned in the 1976 Plan. This trend is anticipated to continue and should become a larger segment of the total population.

Windsor currently has no seasonal population that plays a significant role in the town. Although Windsor is an inland community it is situated relatively close to the coast. Therefore, the local government should be aware of increasing service demands, if any, that may be brought on by tourist and travelers during vacationing periods. These demands may come in the form of: (1) an increase in service related

activities and (2) increased demands made on selected local governmental services such as solid waste disposal. However, since U. S. Highway 17 and 13 both bypass the town, little real potential for increase service demand exist unless added commercial development occurs on the bypasses to attract the pass through traffic.

More recently, the preliminary 1980 census count indicated that Windsor has a population of 2,156. Compared with the Department of Administration's projection of 2,378 the town is faced with a nine percent (9%) population loss. Comparing this preliminary figure with the 1970 census count of 2,199 the town is still faced with a -2% population loss. Final census counts for towns are not available as of this writing, and town officials feel that the final count will indicate figures more in line with the Department of Administration projections.

In summary, Windsor's population has experienced no net growth. Its present growth can be attributed to recent annexations. The estimated population composition indicates a decrease in the 5-19 age grouping and an increase in the 45 and over age group since 1970. Both age shifts may result in new and different service demands on municipal services in the future.

TABLE 5

ESTIMATED POPULATION BY AGE GROUP
BERTIE COUNTY, WINDSOR, NC

| | <u>Bertie County</u> | <u>Windsor</u> |
|---------|----------------------|----------------|
| Under 5 | 1,514 | 139 |
| 5-19 | 5,652 | 400 |
| 20-34 | 4,591 | 560 |
| 35-44 | 1,888 | 310 |
| 45-54 | 2,151 | 311 |
| 55-64 | 2,388 | 324 |
| 65-over | <u>2,906</u> | <u>334</u> |
| Total | 21,090 | 2,378 |

Source: Mid-East Commission Computations, 1980.

The economic conditions within an area have a significant impact on land use planning. The character and extent of economic growth and change plays a critical role, not only in terms of the direct demands for facilities by business and industry, but also in determining the general population make-up of the the area. Furthermore, the overall financial condition of the area is a key determinant in the ability of local governments to finance the construction, maintenance, and expansion of vital public facilities needed for future growth.

The employment status of an area also provides an important indicator of the economic viability of an area. It can also point out those trends and changes in the composition of the area economy which will have significant impacts on the demand for land.

Table 6 shows the major manufacturing firm in Bertie County. Of the 28 firms listed 15 or 54% are located in the Windsor Planning Area. This fact alone denotes Windsor's importance to the manufacturing economy of the whole county.

Employment as Table 6 indicates in the Windsor area is dominated by one firm, Lea Lumber and Plywood, a forestry related industry. This is no surprise since forestry and agriculture are dominant land use activities for Bertie County and since the town is the economic hub of the county. Analyzing the table closely one can see that sixty-three percent (63%) of the firms identified are involved in forestry related activities. Twelve percent (12%) of the firms are related to agriculture and the remaining twenty-five percent (25%) are diverse and related to activities ranging from chemical distribution to sewing female dungarees. Table 6 also reveals most of the manufacturing firms in the Windsor area and Bertie County as a whole are low skill, low wage type firms and provide little opportunity for increased personal income beyond those wages typical of those industries. This fact points to the need for both the county and the town to increase their efforts to try to attract those industrial firms that pay higher wages.

TABLE 6
MANUFACTURING FIRMS
BERTIE COUNTY, 1980

| Firm | Location | Product | Employment Range |
|---------------------------------------|----------|---|---------------------|
| Blue Ridge Shoe Corp. | Aulander | Shoes | 100-140 |
| National Peanut Corp. | Aulander | Peanuts | 34-140 |
| Georgia Pacific Corp. | Colerain | Timber | 10-19 |
| Perry, Wynns Fish Co. | Colerain | Canned herring, rock, other fish | 15-250 |
| Kelford Coca Cola Bottling Company | Kelford | Soft Drinks | 10-19 |
| H. E. Bunch Pattern Works | Lewiston | Wood & Metal Patterns, Non- ferrous castings, Models and mockups, Special millwork items | 5-9 |
| Harrington Manu. Co. | Lewiston | Farm & Industrial Machinery | 150-499 |
| Weyerhaeuser Company | Lewiston | Pine Lumber | 130 |
| Perdue | Lewiston | Chicken Processing | 1,050 |
| Roxobel Garment Co. | Roxobel | Children & Women's Apparel | 85 |
| *Williford Lumber Co. | Windsor | Whiskey Barrel Staves | 20-49 |
| *Blue Bell, Inc. | Windsor | Female Dungarees | 100-133 |

| | | | |
|--|--------------------|---------------------------------|--------|
| *Southeastern Timber Co. | Windsor | | |
| *Coulbourn Lumber Co. | Windsor | Dressed Pine Lumber | 133 |
| *Gillam Bros. Peanut Shellers | Windsor | Peanuts | 20-110 |
| *Windsor Veneer Co. | Windsor | Rotary Hardwood Veneer | 46 |
| *Lea Lumber & Plywood Company | Windsor | Cut to Size Plywood | 301 |
| *Metco | Windsor | American Buildings Metal | 10-19 |
| *Windsor Wood Products, Incorporated | Windsor | Furniture Components | 10-30 |
| *Thompson & Company | Windsor | Cypress, Pine Lumber & Chips | 10-19 |
| *Coulbourn Laminated Products | Windsor | Laminated Board Hard Board | 40-50 |
| *Red Bird Associates (Cardinal Chemical) | Windsor | Chemical Dis- tribution | 5 |
| Carter Metals (Division of Metals, Incorporated) | Kelford | Metal Fabrications | 5-8 |
| S & D Mfg. Company | Aulander | Sewing Plant | 28 |
| Eastern Carolina Lumber, Incorporated | Windsor Route 3 | Lumber | 12 |
| Northeast Agri. Supply | Aulander | Fertilizer & Chemicals | 8 |
| *Ross Logging Company | Windsor | Logging | 8 |
| *Workers Owned Sewing Company | Windsor | Sewing | 25-30 |

NOTE: Single figures denote actual number employed at time of this writing.
 *Denotes industries located within Windsor Planning Jurisdiction.

II. DATA COLLECTION AND ANALYSIS

A. Present Conditions

2. Existing Land Use

According to the 1976 Plan forestry was the dominant land use in the Windsor Planning Area. Following forestry were agriculture, residential and barren (vacant) land uses. These land use patterns are still prevalent today with slight changes.

The Town of Windsor's land uses are still dominated by residential development as the 1976 Plan denotes. The majority of the development is still single-family as Tables 3 and 4 indicate.

Spruill Park Development which began in 1966 is still experiencing residential growth. A precise description of locations is given in the original CAMA Plan (p. 39.) This area is now bounded to the south by Tennyson Lane and to the north by N. C. Highway 308 and U. S. Bypass 13. Other areas experiencing residential growth include the Hillcrest Development, located east along U. S. Highway 17 North. The next growth area is Powell Stokes Community located northeast of the intersection at U. S. Bypass 13 and N. C. Highway 308. The Thompson Development is another area and it is located northeast of U. S. Bypass 13. The last of these growth areas is the Windsor Oaks Community located south along U. S. Highway 17 North and U. S. Bypass 13 close to the Industrial Park Site. Map 1 in Appendix A shows the location of these areas.

Commercial land uses have not changed since the original CAMA Plan was written. Concentrations of commercial establishments are still

centered in the downtown area. Physical deterioration is still a problem coupled with the competition of neighboring plazas and the shopping center described in the 1976 plan (p. 40.)

Industrial land uses have not changed and the four general locations described in the 1976 Plan (p. 41) are still prevalent. Both State and local government officials have indicated that industrial development should occur in the confines of the Industrial Park Site.

The land used as forestland inside the Windsor planning area is slightly changing to residential development. In the 1976 Plan, eight percent (8%) of the land inside the Windsor planning area was forestland (p. 42). Current areas experiencing residential growth are located in the northeast and southeast portions of the planning area. By examining the 1981 land use map it can be seen that areas of new development are close to or adjacent to forest and agriculture land classifications.

Since the 1976 Plan, these barren lands are being developed inside of the planning area. Barren lands are defined as vacant land within the town limits. (A look at the 1976 land use map will indicate areas that were barren.) Comparing the 1981 land use map will indicate where development is occurring in relation to previously barren lands.)

Agricultural land uses have remained stable. As the original CAMA Plan indicates (p. 43), "essentially little agricultural activity is conducted within Windsor's town limits." The majority of the agricultural land uses still occur in the one-mile area.

Currently, compatibility problems have resulted from mixed land uses, particularly residential and industrial. The most significant area of concern is located just south of U. S. Highway 17 north where the Windsor Oaks Community and the industrial park are located. In

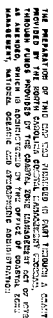
addition, the Hillcrest Development Community is within close proximity to the area mentioned above located along U. S. Highway 17 North. This incompatibility can create problems concerning traffic congestion, pollution, noise and linear-strip commercial development. These problems will cause an increase in service demand and efficient service delivery.

The local officials of Windsor feel that the area most likely to experience major land use change is the Industrial Park. Although no current development is occurring, the proximity to major northeastern routes and a 12-inch water line servicing the area add to the attraction of industrial prospects.

These existing land use patterns are significant because decisions regarding future development cannot be determined without an understanding of previous development patterns. Bearing this in mind, we must consider those areas that are environmentally fragile. These areas are called areas of environmental concern (AECs).

The only AEC found in the Windsor Planning Area are the public trust waters. These waters, as the name implies, include all navigable waters within the town's planning jurisdiction, therefore, including the Cashie River. A full description of these waters can be found in the original CAMA Plan (p. 87.)

Currently, there is no development taking place along this AEC. A look at the 1981 land use map will indicate that this area mentioned is rural with sparse populations situated along the river and should remain this way throughout the next decade.



3. Current Plans, Policies and Regulations

Current plans, policies and regulations have a direct impact upon land development. By examining these plans we are able to identify previous problems and issues that affected policy formulation. Page 46 in the 1976 Windsor Land Use Plan outlines previous land use related information. What follows is a listing of those plans, policies and regulations that have been added since the 1976 plan:

(a) Plans and Policies

Addendum to the 1976 Windsor Land Development Plan (1977)

Prepared by the Mid-East Commission, the "Addendum" was a supplement to the 1976 CAMA Plan intended to help the town maintain its eligibility to receive HUD planning assistance funds.

Addendum to Windsor 1976 Housing Element Plan (1977)

Prepared by the Mid-East Commission, the "Addendum" outlined the town's current and 1980 housing needs and was intended to help the town maintain its eligibility to receive HUD planning assistance funds.

Annexation Feasibility Study (1977)

Prepared by the Mid-East Commission, this study involved developing a study to determine the feasibility of annexing an area west of Windsor along U. S. 17 and State Road 1514.

Annexation Feasibility Study (1980)

Prepared by the Department of Natural Resources and Community Development, this study involved developing a study to determine the feasibility of annexing an area south of the Windsor corporate limits along both sides of U. S. 13 and 17 south.

Transportation Plans

To date, the Town of Windsor has no comprehensive transportation plan. In the Highway Improvement Plan 1980 - 1985 the North Carolina Department of Transportation recommended an internal road system be improved in the Windsor Planning Area by 1985.

Community Facilities Plan - The Town of Windsor currently has no community facilities plan. However, Windsor has been designated as a 201 Wastewater Planning Area.

Utilities Extension Policies - These extension policies for the Town of Windsor have not changed and are still regulated by use of ordinance as described in the 1976 Plan (p. 47.)

Open Space Policies - As stated in the original CAMA Plan, Windsor has no policy regarding open space.

Recreational Policies - The 1976 Plan indicated that Windsor's recreational facilities were provided by Bertie County. This is still the case today with the County granting monies to local communities for

recreational assistance. According to procedure, Windsor must make their request to the recreational advisory committee, the entity through which these grants are administered.

Prior Land Use Plans - Windsor's 1976 Coastal Area Management Plan outlined goals, objectives and policies concerning land use.

Prior Land Use Policies - The 1976 CAMA Plan outlined general policies for the Windsor Planning Area, they are described on pages 46 to 51 in the 1976 Plan.

(b) Local Regulations

Zoning Ordinance - This document was adopted June 13, 1977 to regulate structures and land use in Windsor and its extraterritorial area.

Subdivision Regulation - These regulations are still in effect and are fully described in the 1976 Plan (pp. 48-49.)

Floodway Ordinance - On June 13, 1977, a floodway ordinance was adopted by the Town of Windsor. This document regulates standards for the protection of public health, safety and welfare. The Town of Windsor still participates in the Emergency Flood Insurance Program.

Building Codes - The Town of Windsor enforces North Carolina State Building Codes.

Septic Tank Regulations - Septic tank regulations are governed by Bertie County for the Town of Windsor. They are enforced according to state regulations, and the minimum standards established by the North Carolina Department of Human Resources.

(Proposed) Historic District Regulations

The Town of Windsor is currently establishing a historic district. It is anticipated that the town will adopt regulations at such time sufficient data is supplied.

Sedimentation Codes - These codes are enforced by the State of North Carolina for the Town of Windsor.

(c) State and Federal Regulations

Turning from local plans, policies and regulations we now look at those state and federal regulations that affect land use in the Windsor Planning Area. The following tables are a listing of those regulations:

TABLE 7

STATE DEVELOPMENT REGULATIONS

| Agency | Licenses and Permits |
|--|---|
| Department of Natural Resources and Community Development | <ul style="list-style-type: none">- Permits to discharge to surface waters or operate wastewater treatment plants or oil discharge permits; <u>NPDES</u> Permits, (G. S. 143-215) |
| Division of Environmental Management | <ul style="list-style-type: none">- Permits for septic tanks with a capacity over 3,000 gallons/day (G. S. 143-215.3).- Permits for withdrawal of surface or ground waters in capacity use areas (G. S. 143-215.15).- Permits for air pollution abatement facilities and sources (G. S. 143-215.108).- Permits for construction of complex sources; e. g. parking lots, subdivisions, stadiums, etc. (G. S. 143-215.109).- Permits for construction of a well over 100,000 gallons/day (G. S. 87-88). |
| Department of Natural Resources and Community Development Office of Coastal Management | <ul style="list-style-type: none">- Permits to dredge and/or fill in estuarine waters, tidelands, etc. (G. S. 113-229).- Permits to undertake development in Areas of Environmental Concern (G. S. 113A-118). |
| | NOTE: Minor development permits are issued by the local government. |

TABLE 7 CONTINUED

Department of Natural Resources
and Community Development
Division of Earth Resources

- Permits to alter or construct a dam (G. S. 143-215.66).
- Permits to mine (G. S. 74-51).
- Permits to drill an explanatory oil or gas well (G. S. 113-381).
- Permits to conduct geographical exploration (G. S. 113-391).
- Sedimentation erosion control plans for any land disturbing activity of over one contiguous acre (G. S. 113A-54).

Department of Natural Resources
and Community Development

- Permits to construct an oil refinery

Secretary of NRCD

Department of Administration

- Easements to fill where lands are proposed to be raised above the normal high water mark of navigable waters by filling (G. S. 146.6) (c).

Department of Human Resources

- Approval to operate a solid waste disposal site or facility (G. S. 130-166.16).
- Approval for construction of any public water supply facility that furnishes water to ten or more residences (G. S. 130-160.1).
- Permits for septic tank systems of 3000 gallons/day or less capacity (G. S. 130-160).

TABLE 8

FEDERAL DEVELOPMENT REGULATIONS

| Agency | Licenses and Permits |
|--|---|
| Army Corps of Engineers (Department of Defense) | <ul style="list-style-type: none"> - Permits required under Section 9 and 10 of the Rivers and Harbors of 1899; permits to construct in navigable waters. - Permits required under Section 103 of the Marine Protection, Research and Sanctuaries Act of 1972. - Permits required under Section 404 of the Federal Water Pollution Control Act of 1972; permits to undertake dredging and/or filling activities. |
| Coast Guard (Department of Transportation) | <ul style="list-style-type: none"> - Permits for bridges, causeways, pipelines over navigable waters; required under the General Bridge Act of 1946 and the Rivers and Harbors Act of 1899. - Deep water port permits. |
| Geological Survey Bureau of Land Management (Department of Interior) | <ul style="list-style-type: none"> - Permits required for off-shore drilling. - Approvals of OCS pipeline corridor rights-of-way. |
| Nuclear Regulatory Commission | <ul style="list-style-type: none"> - Licenses for siting, construction and operation of nuclear power plants; required under the Atomic Energy Act of 1954 and Title II of the Energy Reorganization Act of 1974. |

TABLE 8 CONTINUED

Federal Energy Regulatory Commission

- Permits for construction, operation and maintenance of interstate pipelines facilities required under the Natural Gas Act of 1938.
- Orders of interconnection of electric transmission facilities under Section 202 (b) of the Federal Power Act.
- Permission required for abandonment of natural gas pipeline and associated facilities under Section 7C (b) of the Natural Gas Act of 1938.

II. DATA COLLECTION AND ANALYSIS

B. Constraints - Land Suitability

As stated in the introduction of this update, the 1976 CAMA Plan would be utilized as a reference and data source when conditions have not changed and when no new information is available or necessary. The following is a summation of the Land Development Constraints found in the Windsor Planning Area.

- (1) Physical Limitations - There are few man-made hazards in the Windsor Planning Area. Currently the only man-made hazard found in the Town are the storage areas for oil and petroleum. While most of these areas are well buffered for public safety, two sites are significantly close to development. They are located in the Bertie community at King and Forest Streets intersection and at Davenport's Oil Company off U. S. 17 and 13. Only one type of natural hazard exist in the Windsor Planning Area. This is the flood hazard area located in the Cashie Flood Plain. The area is also suitable for use as a septic tank filter field. Because of Windsor's elevation and close proximity to the Cashie River the Town is subject to frequent flooding. Concentrations of poor soils exists in the planning area. The soils either do not perk due to a high water table or the soils perk too fast, not allowing the removal of toxic wastes. Therefore, these wastes are transmitted to adjacent bodies of water causing a degradation of the surface and

ground water quality. Water supply for Windsor is derived from ground water supplies, thus creating a water quality problem, if the problem does not presently exist. Along with the implications of an increased population, this problem, if magnified, should be considered potentially serious.

Since the 1976 Plan, a complete soils survey has been prepared for the Windsor Planning Area. This survey indicates what kinds of soils are in the area where they are located, and how they can be used. The completion of this study has helped identify areas where potential developmental hazards may occur. The soils survey identified no areas of excessive slope in the Windsor Planning Area. For more information, see the complete Soil Survey.

- (2) Fragile Areas - Such areas in the Town of Windsor include public trust waters found along the Cashie River. There are no known archeologic sites located in the Windsor Planning Area. In terms of historic sites the town contains 23. See Appendix B for a listing of some of the new historical and architectural sites in Windsor. The town is also in the process of establishing a historic district to preserve architectural and historic structures of significance.
- (3) Area of Resource Potential - Area of this type include the area's productive agricultural lands. These lands, most of which are within the one-mile limits, are located in the

northwestern and southwestern portions of the planning area. To date, Windsor has no known potentially valuable mineral sites or any publicly-owned forest, parks, or fish and game lands in the Planning Area.

II. DATA COLLECTION AND ANALYSIS

C. Capacity of Community Facilities

1. Identification, design capacity and utilization of existing water and sewer services

Water and Sewer

Water and sewer lines are very important for urban density development. Urban density development be it residential, commercial or industrial depends upon water and sewer services. Communities can control when and where development with urban densities takes place by providing or denying water and sewer services. The CAMA Land Use Planning process reinforces this concept by requiring a land classification system which shows the local governments intentions and commitment to development. What follows is an analysis of the Town of Windsor's water and sewer system.

The Town of Windsor operates and maintains a municipal water system supplied by three deep wells which have a combined pumping capability of 1,000 gpm. The water is chlorinated. Storage is provided by a 0.100 mg ground tank and a 300 mg elevated tank for a

combined storage capacity of 0.400 mg. The town also serves the South Windsor Water Association which extends south of Windsor on U. S. Highway 17/13 approximately two (2) miles. The water association purchases all its water from the Town of Windsor. Maximum daily demand is calculated at 1,440,000 gpd and average daily demand is 300,000 gpd. Replacement of old mains is needed. Table 9 shows the monthly annual average water demand from 1976 to 1980. This table indicates that the water demands based on monthly averages for the year steadily increased since 1976.

TABLE 9

MONTHLY ANNUAL AVERAGE WATER DEMAND
WINDSOR

| <u>Year</u> | <u>1976</u> | <u>1977</u> | <u>1978</u> | <u>1979</u> | <u>1980</u> |
|------------------|-------------|-------------|-------------|-------------|-------------|
| Amount of Demand | 5,716,000 | 5,714,000 | 6,011,000 | 6,061,000 | 6,151,000 |

Source: Town Administrator's Office, Town of Windsor, 1980.

The Town of Windsor operates and maintains wastewater collection and treatment facilities. The current plant has a capacity of 1.15 MGD. Current use is estimated at .212 MGD. Surplus capacity is .900 MGD, thus additional connections could be made. Table 10 shows the new sewer hook-ups by housing type since 1976.

This table indicates that fifty-four new connections have been made since 1976. This suggest that the current wastewater facility has the capacity to meet the limits required by the State in regards to additional connections to the existing facility.

TABLE 10
NEW RESIDENTIAL SEWER HOOKUPS
WINDSOR PLANNING AREA

| <u>Type</u> | <u>1976</u> | <u>1977</u> | <u>1978</u> | <u>1979</u> | <u>1980</u> |
|------------------|-------------|-------------|-------------|-------------|-------------|
| Single Family | 6 | 15 | 7 | 10 | 5 |
| Multi- Family | 0 | 0 | 1 | 0 | 0 |
| Mobile Home | 2 | 3 | 2 | 1 | 2 |
| Total | 8 | 18 | 10 | 11 | 7 |

Source: Town Administrator's Office, Town of Windsor, 1980.

2. Identification, design capacity and utilization of existing schools

Education

Windsor school age residents still seek an education through the Bertie County Public School System. There are two elementary schools located in Windsor, W. S. Etheridge and Windsor Elementary serving students enrolled in grades K-3, and 4-7 respectively. However, the

TABLE 11

BERTIE COUNTY, NORTH CAROLINA

Public School Facilities

1979-80 School Year

| <u>School</u> | <u>Capacity</u> | <u>Enrollment</u> | <u>Allotment</u> | <u>Pupil/ Teacher Ratio</u> | <u>Grade Taught</u> | <u>Years Erected Plus Additions</u> |
|-------------------------------|-----------------|-------------------|------------------|-------------------------------------|-------------------------|---|
| Askewville Elementary | 200 | 160 | 10 | 16.0 | K-7 | 1964 |
| Auflander Elementary | 350 | 291 | 14 | 20.1 | K-7 | 1964, 1975 |
| Bertie Junior High | 800-1,000 | 940 | 56 | 16.4 | 8-9 | 1962, 1968 |
| Bertie Senior High | 900-1,100 | 1,173 | 75 | 15.4 | 10-12 | 1962, 68, 70, 72 |
| C. G. White Elementary | 575-625 | 258 | 14 | 18.6 | K-7 | 1951, 70 |
| Colerain Elementary | 500 | 168 | 10 | 16.8 | 5-7 | 1922, 39, 49 |
| John P. Law Elementary | 225 | 157 | 10 | 15.7 | K-7 | 1961 |
| West Bertie Elementary | 641 | 581 | 27 | 21.1 | K-7 | 1961, 1975 |
| West Colerain Elementary | 200 | 296 | 13 | 22.1 | K-4 | 1932, 61 |
| W. S. Etheridge Elementary | 780 | 440 | 23 | 19.0 | K-3 | 1925, 46, 52 |
| Windsor Elementary | 660 | 446 | 26 | 17.0 | 4-7 | 1926, 41, 47 |

Source: Bertie County School Superintendent, 1979.

TABLE 12

BERTIE COUNTY

PLAN FOR REORGANIZATION

| <u>Attendance Area</u> | <u>Schools Serving Area by Grades</u> | <u>79-80 Membership</u> | <u>Projected Plans for Use</u> | <u>Resulting Organization</u> | <u>1985 Membership</u> |
|------------------------|---------------------------------------|-------------------------|--|-------------------------------|------------------------|
| Askewville | Askewville K-7 | 160 | Addition | K-8 | 185 |
| Aulander | Aulander K-7 | 291 | Addition | K-8 | 340 |
| Powellsville | C. G. White K-7 | 257 | No Change | K-8 | 247 |
| Colerain | West Colerain K-4 Colerain 5-7 | 294 166 | Abandon (1 new building) Abandon | K-8 | 550 |
| West Bertie | West Bertie K-7 | 574 | Addition | K-8 | 712 |
| Windsor | W. S. Etheridge Windsor 5-7 | 436 446 | Abandon Abandon | Not in Use Not in Use | 0 0 |
| Merry Hill | J. P. Law K-7 | 156 | Addition | K-8 | 175 |
| Bertie Jr. | Bertie Jr. 8-9 | 934 | Convert to K-8 Windsor District | K-8 | 944 |
| Bertie Sr. | Bertie Sr. 10-12 | 1,171 | Convert to 9-12 Senior High Additions | 9-12 | 1,208 |
| TOTAL | | 4,885 | | | 4,361 |

Source: Bertie County School Superintendent, 1979.

Board of Education has prepared a proposal for reorganizing the schools and the proposed plan calls for abandoning both schools.

Table 11 list each attendance area, schools presently serving that area, present membership, projected membership and organization by 1985. Table 12 lists the present facilities capacity, enrollment, pupil teacher ratio, grade taught and years erected plus addition.

A bond issue on the reorganization of the school system was voted on and passed in May of 1980. According to the Superintendent of the Bertie County School System, this proposed reorganization schedule, as pertaining to the two Windsor elementary schools, will go into effect in the fall of 1983. Students attending these two school facilities will be transferred to what is presently Bertie Jr. High still located in Windsor and serving students in grades K-8.

W. S. Etheridge and Windsor Elementary will be abandoned because the facilities are obsolete and the structural condition is poor. A look at Table 12 will indicate that W. S. Etheridge was constructed in 1925 with additions erected in 1946 and 1952. The Windsor Elementary Schol was constructed in 1926 with additions in 1941 and 1947. The Board of Education states in their proposal for reorganization the following "The declining enrollment throughout the County indicates an urgent need to reorganize all schools in order to maintain the philosophy and concept of community schools to serve local students." Other factors considered by the board included the steady decrease in student enrollment and the high cost of construction. It is felt by the passing of the bond issue that the proposed plan is in the best interest of all county residents.

3. Identification, design capacity and utilization of primary road

The Windsor Planning Area is served by seven primary roads: U. S. 13 Bypass, U. S. 13 Business, U. S. 17 Bypass, and N. C. 308. Indian Woods Road, Sterlingworth Street and Granville Street also generate moderate traffic. The pavement widths for these roads has not changed as described in the 1976 plan (p. 91.)

Table 13 gives the design capacity, traffic count and utilization percentage of the streets mentioned above. In order to determine utilization, the peak-hour traffic count design is compared to the highest 24-hour traffic count for that segment of the road inside of the town.

There are no plans to increase capacity of these roads, nor are there plans to serve the Windsor Planning Area with any new roads. The removal and replacement of some curb and gutter from Granville Street to Elmo Street has been recommended by the Department of Transportation in their 1980 - 1985 Highway Improvement Plan. Windsor currently has no plans for developing a public transportation system or bike paths in town during the planning period.

TABLE 13
PRIMARY ROADS
TOWN OF WINDSOR - 1980

| <u>Road</u> | <u>Design Capacity</u> | <u>Vehicles Per Day</u> | <u>Percent Utilization</u> |
|-------------------------|-------------------------|-----------------------------|--------------------------------|
| U. S. 13 Bypass | 30,000 VPD ¹ | 4,300 | 14.3 |
| U. S. 13 Business | 15,000 VPD ² | 4,400 | 29.3 |
| U. S. 17 Bypass | 30,000 VPD | 4,700 | 15.6 |
| N. C. 308 | 12,000 VPD | 2,400 | 20 |
| Indian Woods Road | 15,000 VPD | 1,440 | 9.6 |
| Sterlingworth Street | 18,000 VPD | 3,200 | 17.7 |
| Granville Street | 18,000 VPD | 4,100 | 22.7 |

¹vehicles per day

²Roads with traffic signals

Source: Department of Transportation, Traffic Survey, 1979.

4. Identification, and utilization of existing solid waste disposal,
police protection and fire protection

Solid waste, police and fire services are very important in any community. Communities depend on these services daily, thus, they have become an integral part of our society. However, these services must be carried out in such a manner that the public health, safety and welfare of the community is protected. The CAMA Land Use Planning process reinforces this concept by requiring local governments to identify and analyze such services and their commitment to assuring citizens adequate services. What follows is an analysis of the Town of Windsor's solid waste, police and fire services.

The Town of Windsor has a Sanitation Department that provides garbage collection and trash disposal within the town limits. Industrial and commercial collection activities receive twice-a-week service, while residential collection activities occur at the curb. Residents must request the trash collection service and these requests are taken every Wednesday. Dumpster collection for area commercial establishments also take place on Wednesday.

The Town request local citizens to use thirty (30) gallon garbage cans with tightly fitting lids. This policy is generally viewed as a good one since such containers prevent rodents and flies from nesting in the waste. From the residential, commercial and industrial areas the garbage is taken to the County landfill located ten (10) miles northwest of the town. Presently, the Sanitation Department employs three (3) people.

Police services are rendered by the Windsor Police Department located in the town's municipal building. The detention facility is located in the county building on the county farm. The police force is made up of six (6) full-time personnel; including the Chief and one (1) part-time employee. The department provides around the clock protection to the town's residents and adjacent property owners. This service provided to adjacent property owners includes those properties within the town's one-mile extraterritorial area. The extraterritorial protection does not include regular patrols although calls are responded to. The town presently has two (2) patrol cars.

Radio dispatching services are handled by Bertie Communications. A radio dispatcher is on duty at all times. The town pays the salary for one (1) dispatcher. Radio contact is available with the Bertie County Sheriff's Department and the North Carolina Highway Patrol. In addition cooperative and coordinated activities are also maintained with the North Carolina Special Bureau of Investigation (SBI) and the Alcohol Control Board.

Law enforcement officers for the town have a variety of duties. These duties include record keeping, traffic supervision, investigations and all other phases of police functions. These are the only municipal duties that the officers are responsible for.

Police officers work eight (8) hour shifts, totalling forty (40) hours per week. The department operates on a seven (7) day week for its employees, each shift being manned by two (2) officers and one (1) dispatcher. The Chief is on call at all times.

Fire protection services are handled by the Windsor Fire Department located at 128 South King Street in the municipal building. The

department is manned by thirty-eight (38) regular volunteers. Three (3) of these men are town employees.

The principal service area is bounded by the Town of Windsor Corporate Limits, however, the Windsor Fire Department provides fire protection services ten (10) miles (sometimes further) into the Windsor Township area. Outside the corporate limits there are three (3) fire hydrants (in the industrial park) while inside the town there are one-hundred and twenty-eight (128) fire hydrants.

In addition to the department's manpower capabilities, there are formal mutual aid agreements with Askewville, Mid-Way, Lewiston, Aulander and Powellsville. These agreements substantially increase the town's fire fighting ability. Equally important with fire fighting capability is the prevention measures which are prevalent. For example, all public facilities are inspected on a semi-annual basis or more, depending upon the requirements of the State Insurance Office. Augmenting the inspection of public facilities, the town also imposes electrical code and building code enforcement to assure that proper development occur's within the town. Presently the town operates two (2) fire trucks (pumpers) one (1) 18,000 gallon tanker truck and one (1) patrol car (fire chief's car.)

II. DATA COLLECTION AND ANALYSIS

D. ESTIMATED DEMAND

1. Population and Economy

As can be seen from Table 1 in the present population and economy section of this document, the Town of Windsor has experienced steady but limited growth since 1976. Although preliminary U. S. 1980 census figures indicate a decrease in the town's population, local officials feel the Department of Administration projections are more in line with the Windsor population trends.

According to the latest Department of Administration estimates, Windsor had a population of 2,378 as of July 1, 1980.

Table 14 gives the projected 1980-1990 population for the Town of Windsor.

TABLE 14
POPULATION PROJECTIONS
TOWN OF WINDSOR

| | |
|------|-------|
| 1980 | 2,378 |
| 1981 | 2,407 |
| 1982 | 2,452 |
| 1983 | 2,470 |
| 1984 | 2,470 |
| 1985 | 2,497 |
| 1986 | 2,509 |
| 1987 | 2,520 |
| 1988 | 2,543 |
| 1989 | 2,543 |
| 1990 | 2,543 |

Source: Mid-East Commission, 1980

As Table 14 indicates the town's population is expected to increase by 165 persons from 1980-1990. The Windsor Planning Board and Town Council feel that this 165 persons change is a reasonable projection and feels that the Town will attain this amount of growth.

Table 15 examines the County-Town population changes that are expected to occur during the next decade. From the projections it can be seen that the Town will continue to steadily increase in population as the county experiences steady growth patterns.

TABLE 15

BERTIE COUNTY AND WINDSOR
POPULATION PROJECTIONS
1980 - 1990

| | <u>1980</u> | <u>1981</u> | <u>1982</u> | <u>1983</u> | <u>1984</u> | <u>1985</u> | <u>1986</u> | <u>1987</u> | <u>1988</u> | <u>1989</u> | <u>1990</u> |
|------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Bertie County | 21,100 | 21,300 | 21,500 | 21,700 | 21,900 | 22,100 | 22,200 | 22,300 | 22,400 | 22,500 | 25,500 |
| Windsor | 2,378 | 2,407 | 2,452 | 2,470 | 2,475 | 2,497 | 2,509 | 2,520 | 2,543 | 2,543 | 2,543 |

Source: N. C. Office of State Budget and Management, Mid-East Commission, 1980.

From 1980 to 1990 the Town is expected to have a decrease in the number of school age children as mentioned in Section 2. Also expected is an increase in the 45 and over population age group. Thus, the population patterns could imply less attendance in schools, less needs for active types of recreation and an increase in services to the aged.

The Town of Windsor's economy will still center around forestry and agricultural activities through the next decade. Farming and lumber production will continue to be important as will the small non-farming industries that decide to locate in Windsor.

2. Future Land Needs

The Coastal Area Management Update directs that an estimate of the need for residential structures and related services be made. Residential land within the town limits comprise about 253 acres or 29% of the total land within the town limits. Ninety (90) acres of this land is currently vacant. However, all of this vacant land is not well suited for development due to physical limitations. Other factors limiting development include inadequate lot size configurations and some conflicting land uses. At the present, there are about 27 acres of available vacant residential land with viable development potential. However, there are also some non-conforming uses in the residential districts. The Windsor Zoning Ordinance states that "if the action operation of a non-conforming use is discontinued for a continuous period of six (6) months, such non-conforming use shall thereafter be occupied and used only for conforming use".¹ Thus, additional residential land may be presently available in the form of existing non-conforming uses.

The average lot size for residential use in Windsor is approximately 10,500 (a little less than a quarter acre.) Presently, Windsor can support an additional 261 new houses, if all of the existing vacant land is used to its fullest potential. Since the average household size is estimated to be 2.07 persons per house², the town is capable of

supporting almost 540 people within the existing residential zoning district.

Therefore, the town does not need additional land zoned to accommodate any estimated population increase. Since public services, i. e., water and sewer presently serve the planning area, efforts should be made to direct new development within the corporate limits to reduce cost in providing these and other services.

Turning from future residential land demand, we now look at the future commercial land capacity for the Town of Windsor. The Windsor Zoning Ordinance directs commercial land uses to the business district. Commercial services, office and institutional business and other similar uses are located within this district.

Windsor currently has about 67 acres of land zoned for the above stated purposes. Approximately twenty (20) acres are zoned for governmental uses, and forty-seven (47) acres are zoned for commercial uses. Of the total zoned for these purposes about twelve (12) acres (18% of all is zoned) are presently vacant.

It is estimated that there are about twenty (20) acres (over 871,000 square feet) of usable commercial land in Windsor. By comparing this figure, a better perspective can be viewed. A commercial use occupying a building with a dimension of 65 feet (approximately the size of Giant's Discount Store) would occupy 4,225 square feet of floor space. Thus, Windsor presently has the capability of supporting the equivalent of over 200 such commercial uses with the same floor space requirements within the present commercial districts, throughout the next decade.

Finally, we come to the industrial land uses and the town's ability to accommodate any future industrial expansion.

The Windsor Planning Area presently has about 84 acres of land zoned for industrial purposes. This is approximately 9.2% of all land in the Planning Area. In the town limits forty (40) acres are presently zone for industrial purposes. This represents about 4.3% of all land in town. About ten (1) acres (25% of all industrial zoned land in town) are presently vacant. Similarly, considerable small amounts of land presently zoned for industrial purposes are being used for less intensive (non-industrial) uses. Approximately 13% of all industrially zoned land (5 acres) is in less intensive land uses. This means that there are presently about 15 acres (or over 6.5 thousand square feet) of potentially developable industrial land in the town limits. To put this figure in perspective, an industry the size of Southeastern Timber Company occupies about four (4) acres or 174,000 square feet of land. This figure includes parking facilities also. Therefore, Windsor has the land capability of supporting the equivalent of four (4) industries the size of the Southeastern Timber Company within the land presently zoned industrial. This means the town presently has enough vacant, developable, industrially zoned land to accommodate future industrial growth. Since different commercial and industrial uses vary in their water and sewer demands it is difficult to project these needs, however, Windsor's water and sewer system should be adequate.

3. Community Facilities Demand

The Town of Windsor will be able to absorb the projected population and more without need for extensive additions to existing facilities. The proposed reorganization of the Windsor schools will be able to handle the additional population increase without an increase in facilities.

In terms of existing water supply, Windsor has an abundant supply

of ground water, and water supply should not provide any constraints to future growth. In addition the Department of Natural Resources and Community Development water quality personnel states that Windsor's present wastewater system is capable of any additional expansion anticipated by an increased population.

The present road system is capable of accommodating the anticipated population increase. In terms of solid waste collection Windsor may have to employ additional personnel to handle the estimated population increase. However, in speaking with the local officials it is felt that the present landfill site will be able to handle the waste from increased population. The present police and fire departments will be capable of serving the town with adequate protection due to the anticipated population increase.

¹Windsor Zoning Ordinance page 10 .

²This figure was extrapolated by using 1970-1979 U. S. and N. C. average house size estimates.

E. Summary of Data Collection and Analysis

Data for the land development plan was assembled by a variety of means. The following narrative denotes where information was obtained.

The present population and economy data was obtained by examining present trends in Windsor's population and economy since 1976. Discussions were held with Department of Administration personnel concerning the population estimates and conversation were held with DNRCD personnel and Bertie County Economic Development personnel for the present-day economic picture in the County.

Existing Land Use. Information was obtained by conversations with Town personnel, field surveys and also some on-site investigation.

Current Plans, Policies and Regulations. Information was obtained from various sources such as North Carolina Department of Transportation, Department of Natural Resources and Community Development personnel, and the Town Administrator.

Constraints, Land Suitability. This information was obtained from the 1976 Land Development Plan, on site investigation and new soils information.

Constraints - Capacity of Community Facilities. This information was acquired from the Division of Human Resources personnel, Department of Natural Resources and Community Development Water Quality personnel, North Carolina Department of Public Instruction personnel, the Bertie County School Superintendent, North Carolina Department of Transportation personnel, and the Governor's Crime Control Commission.

Estimated Demand Population and Economy - Population projections were obtained from the Department of Administration, Mid-East Commission, and also from consultation with the Windsor Planning Board and Town Council. Economic information was obtained from the Bertie County Economic Development Commission.

Future Land Needs - This information was developed by examining past land development trends, and population projections. It also was developed by conversation with town personnel, the Bertie County Economic Development director, and Department of Natural Resources and Community Development personnel.

Community Facilities Demand - This information was obtained by examining the present facilities i. e., water supply wastewater facilities, schools and roads as compared to the projection increases by 1990.

F. Major Conclusion From Data Summary

Listed below are the major conclusions found in the data collection and analysis sections of the plan.

Existing Population and Economic

- (1) The Town of Windsor has experienced slow but steady population changes since 1976.
- (2) Annexations have accounted for the bulk of Windsor's population growth since 1976. In fact, without annexing the town would have experienced a net loss of 132 people during the last five (5) years.

- (3) Current population trends reflect a decrease in school age population indicating a continued decrease in the school age population until 1990.
- (4) Current population trends also indicate an increase in the 45 and above age group which could imply a need for more services for the aged.
- (5) Windsor's economy continues to be agricultural oriented.
- (6) Forestry and forestry related activity continue to play a major role in Windsor's economy. Sixty-three percent (63%) of the thirteen (13) manufacturing firms currently in the planning area produce forestry related products.
(See Table 6, pages 9-10.)

Existing Land Use

- (1) There has been very little change in overall land use patterns since 1976.
- (2) Residential growth accounted for most of the changes that have occurred since 1976. This fact illustrates Windsor's slow but steady residential development.
- (3) Windsor has no significant land use compatibility problems, except mixed residential and industrial uses on U. S. 17 south.
- (4) The area likely to experience major land use change by 1990 is the Industrial Park Site.
- (5) The Windsor Planning Area has one (1) area of environmental concern and that is public trust waters; Cashie River.

Current Plans, Policies and Regulations

Windsor has quite a few plans or policies that affect land development. See pages 46 to 49 in the 1976 Windsor Land Development Plan.

Constraints - Land Suitability

- (1) Windsor has very few man-made constraints, but some physical constraints; (poor soils and flood prone areas) (refer to page 77 in the 1976 Windsor Land Development Plan.)
- (2) Windsor has two (2) type of fragile areas, public trust waters AEC and flood hazard areas (refer to page 87 in the 1976 Windsor Land Development Plan.)
- (3) The Windsor area has one (1) type of area with resource potential the productive agricultural lands found in the extraterritorial jurisdiction (refer to page 88 in 1976 LDP.)

Constraints - Capacity of Community Facilities

- (1) Ground water supply in Windsor does not present a constraint for development.
- (2) The wastewater facilities in Windsor are capable of additional extensions anticipated by increased population.
- (3) The school system will not be a constraint for development.
- (4) Windsor's present road system is not being used to full design capacity, thus, it will not be a constraint for development.
- (5) The solid waste disposal system, police and fire facilities should be adequate to accommodate Windsor's 1990 population.

Estimated Demand - Population and Economy

- (1) Windsor is expected to have a population increase of 165 persons by 1990.
- (2) In order to continue population increases, Windsor will have to continue its past annexation practices.
- (3) Windsor's economy will continue to be agricultural oriented.
- (4) There will be a small amount of industrial development by 1990.

Future Land Needs

- (1) Windsor will not have a land suitability problem by 1990 for development, however, there is potential for farm, and forest lands in the extraterritorial area to be converted from non-agricultural and forest related uses.
- (2) Windsor's future high density land development will be inside the corporate limits.

Future Facilities Demand

- (1) Windsor has an ample supply of water for the expected 1990 population.
- (2) Windsor, currently does not have a '201' facilities plan but will be drafting such a document by 1985.
- (3) Windsor's school system and road network will still be adequate by 1990.

III. POLICY STATEMENTS

III. POLICY STATEMENTS

The establishment of policies is an integral part of any developmental plan. The formulation of goals, objectives, policy statements and implementation procedures should reflect sound planning principles and most importantly, express the values of the town's residents. Thus, the declaration of a community's values helps establish a framework of policies that will guide local leaders as they make decisions affecting community growth.

The 1979 CAMA Land Use Planning Guidelines direct as minimal requirement that four broad policy issues be identified. These issues are resource protection, resource production, and management and economic and community development and public participation. It should also be noted that local governments have the option to address any other issues that they feel are of local importance.

Unlike the present guidelines, the 1976 CAMA Guidelines gave communities the opportunity to identify and discuss issues that were of community concern; many of these issues were land use related, but some were not. Thus, the citizens of Windsor identified five (5) broad issues. In identifying the issues, goals for achieving the desired ends were also derived. In general, these were:

- (1) To promote the preservation and management of natural features of the environment in order to safeguard adverse effects on safety, health, and welfare.
- (2) To provide an environment in which every resident of the Planning Area may have the opportunity to secure adequate, decent, safe and sanitary housing.

- (3) To promote and develop various recreational, educational and cultural programs for all ages and income socio-economic groups.
- (4) To provide a functional and attractive street system in the Windsor Planning Area.
- (5) To provide the most cost effective and efficient means of administering governmental services.

Under each of the preceding goals, objectives were outlined to accomplish that goal. (See pages 50 through 61 in the 1976 CAMA Plan for a listing of goals and objectives.) Thus, these goals and objectives were used as a base to update the policy section of this plan.

What follows are the issues that were defined, possible policy alternatives, the communities chosen policies and a description on how the adopted policies should be implemented.

A. ISSUE - RESOURCE PROTECTION

Certain natural resources within the coastal area contain unique features that give them particular environmental value. The Coastal Resources Commission has designated these unique features as areas of environmental concern. The only Area of Environmental Concern within the town is the Public Trust Waters. These waters are defined as all navigable waters within the town and its planning area. A full description of these waters can be found in the original CAMA Plan (p. 87.) Local

officials feel that recreational uses are appropriate for this AEC. Officials stress activities such as fishing, boating and wading for this area. Activities the town will prohibit in these waters include use as a drinking water supply and for culinary or food-processing purposes.

Turning from Windsor's only AEC an examination of the town's other resources must be made including a description of their constraints. The constraints and land suitability section of this plan indicated that Windsor had two types of physical constraints to development. The first constraint is a man-made hazard involving the town's storage areas for oil and petroleum. Development surrounding these storage areas is directed by the Windsor Zoning Ordinance. The use of this ordinance to direct future development close to these areas will assure compatible land uses. The second constraint is a natural hazard in the form of a flood hazard area. This area is located within the Cashie Flood Plain. Development is directed by use of the town's floodway ordinance. Windsor is also under the Emergency Flood Insurance Program.

Windsor's elevation and frequent flooding have caused a problem for some soil associations within the planning area. Therefore, the soils in the planning area can also present a constraint to development. Refer to the constraints and land suitability section (p. 22 and 23) for a full description of the problem concerning the soils. Local officials have indicated that they will use the completed soils survey report to help local residents make better land use decisions.

Other natural resources found within the Windsor Planning Area include the agricultural and forest lands. These lands are dominate in land use and also have a significant impact on the town's economic base,

as the economy and population section of this plan denotes. Therefore, the proper management and protection of these resources is important concerning the economic well-being and social stability of the Town of Windsor.

Windsor contains approximately twenty-three (23) historic structures of significance. These historically significant structures have helped the town realize the need for establishing a district for the protection of the town's only historic resources. The establishment of such a district indicates concern regarding the town's past history.

Presently, the County prepares hurricane and flood evacuation plans for all municipalities within the County. Therefore, Windsor officials do not have to prepare such documents for the town. The needs for such plans are obvious and continued participation with the County in such plans will assure adequate protection for the town.

Policy Alternatives

- (1) The Town could choose not to protect its natural resources.

This alternative should be unacceptable because of the important role natural resources play in the overall economy of the Town.

- (2) The Town could plan facilities so that they will not impact historically significant properties. As mentioned earlier, the town is establishing a historic district which will contain the majority of the town's historic sites. Preserving and protecting this area could bring tourist dollars into the town.

- (3) The Town could allow no development in AEC. It is not clear under this alternative whether the Town has the statutory authority to allow no development at all in AEC.
- (4) The Town could allow limited development in its designation AEC such as: piers and wharfs. This alternative is consistent with the CAMA Guidelines and is considered to be more feasible than the preceding alternative.
- (5) The Town could support all federal and state programs aimed at protecting fragile environmental areas.
- (6) The Town could or could not develop its own hurricane and flood evacuation plans or continue to be a part of the County's plan.

Policy Choices

- (1) The Town will discourage development that is found to be non-compatible to the local soil characteristics.
- (2) The Town will not support development that negatively affects hazardous or fragile land areas such as AEC and historic properties.
- (3) The Town will allow limited development in its designated AEC's consistent with 15 NCAC 7H, 7J, 7K, and 7M.
- (4) The Town will continue to be included in the County's Hurricane and Flood Evacuation Plan.

Description of the Proposed Implementation Procedures

- (1) The town council and town administrator will make the recently completed Soil Survey an important part to the town development process by 1982.
- (2) The Town will not provide services to projects that could have a negative impact on fragile or hazardous environmental areas. These services include water and sewer services, solid waste disposal, and recreational facilities.
- (3) The town administrator (permit letting officer) will continue to enforce the CAMA minor permit letting system in designated AEC's.

B. ISSUE - RESOURCE PRODUCTION AND MANAGEMENT

As mentioned earlier, natural resources in and within close proximity to the town include the productive agricultural and forest lands. Windsor also has one designated AEC. All of these resources impact on the local community in some way, thus, they should be properly managed to assure continued benefit to the town. What follows here is a discussion of these resources and their impact on the Town of Windsor.

Productive agricultural lands encompass approximately 1,858 acres and are located throughout the town's one-mile area. All agricultural lands are currently devoted to crop production or have crop production as their primary function. Presently, twelve percent (12%) of the local firms are involved in agricultural activities.

Forest production also has a positive impact on the local economy. These land uses are also located throughout the town's one-mile area.

Presently, sixty-three percent (63%) of Bertie County's manufacturing firms are located in Windsor and are related to forestry activities. When we combine forestry with agriculture the economic impact is very significant. Together they comprise seventy-five percent (75%) of the local firms involved in forestry and agriculture. However, the adverse affects of the operations of both activities should be weighed. Operations such as draining and ditching should be watched because of the possible effects it could have on another industry or resource, namely fishing. However, Windsor has no vast amount of commercial or recreational fishing. Thus, improved agricultural and forest programs and proper management could increase the yielding production of these resources.

As aforementioned, Windsor has no commercial fisheries. The Town does have an AEC, Public Trust Waters. Public trust areas are all waters in the coastal zone in which the public has acquired rights by prescription, custom, usage, dedication or any other means. In Windsor's case these waters are used for recreational fishing and other uses as prescribed by the CAMA Guidelines. Proper management should continue to be given to this area because of the aesthetic value and potential for economic development.

Off-road vehicles have not caused any problems in Windsor, therefore the Town has no policy regarding this issue.

Policy Alternatives

- (1) The Town could not be involved in any resource production or management activities. This alternative should be unacceptable because of the economic impact those resources have on the Town.

- (2) The Town could support all federal and state programs dealing with the management of commercial and recreational fisheries. There is no commercial fishing occurring within the town, however, there is a need to protect the little recreational fishing that currently exist.
- (3) The Town could support all federal and state programs that deal with the management of commercial forest. Of the fifteen (15) firms located in Windsor, sixty-three percent (63%) of the firms have activities that involve forest related projects. This denotes the importance of forestry to the Town.
- (4) The Town could support all federal and state and programs that deal with the management of agricultural lands in its planning area.
- (5) The Town could choose not to utilize the soil survey reports. This should be unacceptable because the purpose of the on-going soil survey is to help landowners make better land decisions, thus bringing about better management of one of the town's valuable resources (its soils.)

Policy Choices

- (1) The Town will use the soil survey because of the importance in maintaining productive agricultural lands and providing information for land use decisions.
- (2) The Town will support all federal and state programs that deal with the management of commercial forest and agricultural lands.

- (3) The Town will support when feasible, all federal and state programs dealing with the management of commercial fisheries and recreational fishing.
- (4) The Town does not have any known mineral production areas at the present time. However, if any are found, they will be developed in a manner such that their production will be consistent with all other resources protection and production policies.
- (5) The Town does not have a policy on off-road vehicles because the issue does not concern Windsor.

Description of the Proposed Implementation Procedures

- (1) The town administrator and clerk will utilize the completed Soil Survey Report as a base for providing information concerning land use decisions by 1982.
- (2) The town administrator and clerk with the aid of county, state, and federal agencies will provide information for proper forest and agricultural management to local residents by 1982.
- (3) The Town will continue to utilize its adopted Zoning Ordinance, Subdivision Regulations and CAMA permit issuing powers to help manage its land resources.

C. ISSUE - ECONOMIC AND COMMUNITY DEVELOPMENT

The economic and community development issues of the 1976 Plan are still significant today. Local residents realize the importance of both issues as related to job opportunities and improved housing conditions.

Town officials realize that economic development can assure the maintenance of a strong local tax base and help provide an upgrade in services. They also know that new community development suggest the need for more public services in areas experiencing growth. What follows here is a discussion on the economic and community development issues that face Windsor.

All types of development are encouraged within the Windsor Planning Area. The 1976 Plan suggest (p. 58) that the Town wishes to continue the existing developmental patterns occurring in town excluding incompatible land uses.

Patterns of economic development, commercial and industrial have not changed since the original CAMA Plan. Concentrations of commercial establishments are still centered in the Central Business District (CBD.) However, physical deterioration is still a problem for the CBD coupled with the competition of neighboring plazas and shopping centers. To help this situation the town had the East Carolina University - Regional Development Institute prepare a redevelopment plan for the CBD. This plan included architectural designs for all of the establishments in the downtown business area. The town officials and local merchants hope that the renewed interest in this area will help generate more economic activity. The development of the Historic District should also aid in the CBD revitalization.

Industrial growth has been steady in the Windsor Planning Area. As mentioned earlier, state and local officials have suggested future industrial development occur in the industrial park site. The proximity to major northeastern routes and a twelve (12") inch water line serving the area add to the attraction of industrial prospects. The most recent of these prospects is the June Day Manufacturing Company,

a bathing suit manufacturer. The Town will continue to provide public services when feasible to help expand the commercial and industrial development near the town. Turning from Windsor's economic development issues we look at the community development issues that exist in the town.

As the existing land use section of this plan suggest Windsor has been characterized by steady residential development. Presently, steady growth patterns are occurring in several communities and subdivisions within the town. Communities experiencing residential growth include Spruill Park Development, Hillcrest Development, Powell Stokes Community, the Thompson Development and the Windsor Oaks Community. Refer to page 11 in the existing land use section of this plan for the locations of these areas. A previous problem concerning residential development involved land use compatibility. This issue concerned conflicting land uses of residential and industrial properties near the Windsor Oaks Community. The strict enforcement of the Windsor Zoning Ordinance resolved this issue and has been important in directing development in Windsor.

Town officials and area residents are also concerned with preserving the local housing stock. The Town currently administers a federal housing program. The program is funded through the Department of Housing and Urban Development (HUD) under their Small Cities Community Development Block Grant Program. In addition to housing improvements, local officials also understand that some public improvements can be made under this grant program. Thus, we see the redevelopment of older or distressed residential neighborhoods is an issue the town is working to resolve.

Local officials have encouraged development in and within close proximity to the town's corporate boundaries. The officials feel that clustering developmental patterns will lessen service extension cost i. e., water and sewer lines. The constraints-capacity of community facilities section of this plan suggest that the present facilities will be capable of any additional demand anticipated by an increased population.

The Town of Windsor does not have a policy on energy facility sitting. However, such facilities would have to adhere to the Windsor Zoning Ordinance, if they are located within the Windsor Planning Jurisdiction.

The Town does not have policies on tourism, beach or waterfront access. However, the town should create a policy concerning tourism since it is in the process of establishing a historic district. Creation of such a policy can add dollars to the local economy.

Another issue of local concern is annexation. As the population and economy section of this plan note, Windsor's present growth can be attributed to recent annexations. Presently, the town is considering two (2) new areas near the town for possible annexation. These areas include: (1) an area on U. S. 17 North beginning at the town limits and running approximately 3,800 from U. S. 17 and (2) an area on U. S. 13 beginning at the town limits and running to the Cashie River. The town council has requested and received a grant commitment under the N. C. Clean Water Bond Act to help in the extension of services to areas of proposed annexation. Other grant funds are currently being pursued for service provision. From the preceding paragraph it can be seen that the Town of Windsor is pro-growth. Thus, it is the town's policy to annex areas close proximity of the present town limits according to

G. S. 160A-36. This annexation policy is contingent upon the town receiving funds to decrease the cost of the service provision.

Policy Alternatives

- (1) Do not seek additional economic or community development in the Town. This alternative would be impractical since the town council has taken a pro-growth position concerning this issue.
- (2) To commit the Town to such programs as Community Development Block Grants and Highway programs and other federal and state programs that could aid the town in its economic and community development.
- (3) To encourage development and redevelopment in and within close proximity of the town's corporate limits. This policy would serve to lessen the cost of infra-structure extensions (i. e., water and sewer.)
- (4) To investigate funding sources for the redevelopment of the Central Business District (CBD.)
- (5) The Town could or could not develop policies on energy facilities siting.
- (6) The Town could or could not develop a policy on tourism and waterfront access.
- (7) To investigate state and federal agencies concerning funding for annexations.
- (8) The Town does not have a policy on channel maintenance since it is the responsibility of the Corps of Engineers or beach nourishment since there are no beaches in the planning area.

Proposed Policy Choices

- (1) The Town will be committed to state and federal programs mentioned in the policy alternatives. This commitment will be shown by inviting the appropriate state and federal officials to educate the town about such programs.
- (2) The Town will encourage development and redevelopment in and within close proximity of the town's corporate limits.
- (3) The Town will allow energy generating facilities-power plants, both nuclear and conventional, electrical switching substations and other energy related facilities only in those areas away from population clusters.
- (4) The Town will continue to apply for state and federal funds for the town's community development needs.
- (5) The Town Council supports tourism in the Windsor area.
- (6) The Town Council supports limited access to the Cashie River for recreational purposes.
- (7) The Town Council will support revitalization efforts for Windsor Central Business District (CBD.)

Description of the Proposed Implementation Procedures

- (1) The Town will continue to participate in state and federal programs by applying for both state and federal community development funds by 1982.
- (2) The Zoning Ordinance and Subdivision Regulations will continue to be used to direct development and redevelopment in and within close proximity to the corporate limits.
- (3) The Town will utilize service provision as a means of

implementing a cluster development pattern by 1982.

- (4) The Town Council will investigate methods of educating the general public about its historic district by 1982.
- (5) The Town will investigate developing a feasibility study on locating a public boat ramp within the Windsor Planning Jurisdiction by 1983.
- (6) The Town Council will work with local merchants in coming up with proposals for downtown redevelopments.

D. ISSUE - CONTINUING PUBLIC PARTICIPATION

The present CAMA Guidelines encourage public involvement in the planning process. Consistent with this belief, the governing body of officials appointed a planning board to serve as a vehicle for citizen participation. This board being an extension of the town commissioners is charged with the responsibility of researching, studying, surveying and discussing planning matters of significance to the Town of Windsor. All planning board meetings are open to the general public and provide the opportunity for public involvement.

Policy Alternatives

- (1) The only alternative to one of public participation is one of non-participation by the public. This alternative is totally against the foundation of our Democratic idealogy.
- (2) The Town could continue to expand public participation mechanisms to educate and inform its residents. This alternative would be the ideal choice. It calls for the development of mechanisms to get more people involved in the planning process. By doing this a broader perspective can be

obtained and translated into policy by the governing body.

Policy Choice

- (1) The Windsor Planning Board has recommended to the Town Commissioners to implement, improve and expand its public participation efforts in reference to land use issues.

Description of Proposed Implementation Methods

- (1) The Planning Board will develop a questionnaire that will be administered every five (5) years to gauge citizen opinions about land use issues.
- (2) Announcements of all planning board meetings will be placed on radio as a public service announcement.
- (3) The Clerk to the planning board will work with local news media personnel in developing relevant news items concerning planning board meetings as a means of public education.

E. OTHER SPECIFIED ISSUES

The Coastal Resources Commission has specified that certain issues be addressed in the Windsor Land Use Update. These issues include:

(1) Downtown Revitalization and (2) Water and sewer problems. These issues were addressed in the proceeding sections of this document but will be mentioned again.

(1) Downtown Revitalization

The Town of Windsor has embarked upon a program for the revitalization of the Central Business District (CBD.) This revitalization project is aimed at halting the physical deterioration that has plagued the CBD and to make the downtown area more attractive. A few years ago the East Carolina University - Regional Development Institute assisted in preparing a Fascade Plan for the downtown. Some merchants have made suggestions for improving the ECU proposal. Currently, the town is taking the following steps to continue the CBD revitalization efforts:

- (A) Putting brick sidewalks in the Central Business District (CBD)
- (B) Planting holly trees in the CBD
- (C) Development of a downtown park and petting zoo
- (D) Establishing a Historical District which encompasses the CBD
- (E) Moving a structure of historic significance located within the CBD to a new location for rehabilitation purposes. This structure will be used by the Chamber of Commerce.

Thus, there is still a commitment on the town's part to help revitalize the Central Business District (CBD.) The town council will continue its efforts to revitalize the CBD by any means possible.

(2) Water and Sewer

The capacity of community facilities section of this plan identified no current or future water and sewer problems for the Windsor area. The only problems foreseen with the provision of these services is related to extending them to possible areas of annexation. The town realizes that due to the rising cost of construction the town may have to delay some of its planned annexation. Since the town has taken a pro-growth stand those areas proposed for annexation will only be annexed when funds are available for the provision of water and sewer services.

F. PROPOSED FIVE-YEAR WORK PROGRAM

This proposed work program has been developed and incorporated into this planning process to monitor and update the progress being made toward achieving the goals and objectives outlined in this document. This evaluation procedure should measure progress toward achieving a proposed five-year work program. It is recommended that the planning board make progress assessments at the end of each fiscal year; and forward all recommendations to the town council. The major evaluation goal is to accomplish those stated objectives within a five-year time period. In some instances, it may be necessary to reprioritize objectives; and, in other instances, implementation of the stated objectives may be ahead or behind schedule. The following is a proposed five-year work program for Windsor's CAMA Land Use Update.

FY 1981 - 82

- 1) Begin utilizing the completed soil survey to make land use decisions
- 2) Make needed revisions to Windsor's Subdivision Regulations
- 3) Continue to apply for State and Federal Community Development Funds
- 4) Develop detail enforcement and evaluation criteria for the Historic Properties Commission
- 5) Educate general public about Windsor's Historic District

FY 1982 - 83

- 1) The Town Administrator and clerk will seek the aid of State and Federal agencies on proper forest management practice when called to do so by town citizens.
- 2) Develop a brochure for the adopted Historic District
- 3) The Town will develop a feasibility study on locating a public boat ramp within the Windsor Planning Jurisdiction.

FY 1983 - 84

- 1) The Town will continue to apply for Community Development Funds
- 2) The town's Historic Commission will institute a slide presentation program concerning Windsor's Historic District
- 3) The Town will conduct a electrical consumption study (on residential usage.)

FY 1984 - 85

- 1) Continue to apply for Community Development Funds
- 2) The Town will conduct a water system study
- 3) The Town will develop a Community Facilities Plan.

FY 1985 - 86

- 1) Update the Land Use Plan
- 2) Develop a Citizen Opinion Survey and distribute to general public.

IV. LAND CLASSIFICATION

IV. LAND CLASSIFICATION SYSTEM

The Land Classification System has been developed to assist in the implementation of Windsor's adopted policies developed in the preceding section. By designating these land classes on a map the town officials and citizens can identify those areas where certain policies (local, state, federal) will apply. However, it should be noted that the land classification map is merely a tool to help implement policies and not a strict regulatory mechanism. Therefore, what this classification system does is provide a framework to be used by the local government in identifying future land use intensities within the town's planning area. By designating land classes, the local government can illustrate their policy statements as to where and what density they want development to occur; and where they want to conserve natural and cultural resources by guiding growth.

The following is a description of the Town of Windsor's Land Classification System using the five (5) general land classes of: developed, transition, community, rural, and conservation. (See Land Classification Map).

(A) Developed

- (1) Purpose. The purpose of the developed class is to provide for continued intensive development and redevelopment of existing cities.
- (2) Description. Areas to be classified developed include lands currently developed for urban purposes at or approaching a density of 500 dwellings per square mile that are provided with usual municipal

or public services including at least public water, sewer, recreational facilities, police and fire protection.

- (3) Discussion. As the future land needs section of this plan indicated Windsor's high density development will occur inside the town's corporate limits. This section also examined projected population densities and determined that Windsor currently had enough vacant areas residentially zoned to accommodate an additional 540 people. This indicates that the town has enough vacant land to accommodate a projected population increase of 165 people by 1990. Therefore, it appears that Windsor will have sufficient land within the planning jurisdiction to accommodate the expected increase. Most of the lands classified Developed are within the town limits. Other Developed lands are located off of Highway 13/17 South (Industrial Park Road entrance). The Bertie County Land Use Plan delineates these areas in the same manner.

(B) Transition

- (1) Purpose. The purpose of the transition class is to provide for future intensive urban development within the ensuing ten (10) years on lands that are most suitable and that will be scheduled for provision of necessary public utilities and services. The transition lands also provide for additional growth when additional lands in the developed class are not available or when they are severely limited for development.

(2) Description

(a) Lands to be classified transition may include:

- (1) lands currently having urban services, and
- (2) other lands necessary to accommodate the urban population and economic growth anticipated within the planning jurisdiction over the ensuing ten (10) year period.

(b) Lands classified transition to help meet the demand for anticipated population and economic growth must: (1) be served or be readily served by public water, sewer, and other urban services including public streets, and (2) be generally free of severe physical limitations for urban development. In addition, the transition class should not include (1) lands of high potential for agriculture, forestry, or mineral extraction, or land falling within extensive rural areas being managed commercially for these uses, when other lands are available; (2) lands where urban development might result in major or irreversible damage to important environmental, scientific, or scenic values; or (3) land where urban development might result in damage to natural systems or processes of more than local concern. Lands where development will result in undue risk to life or property from natural hazards (including inlet hazards areas and ocean erodible areas as defined in 15 NCAC 7H.) or existing land uses shall not be classified transition.

- (c) If any designated area of environmental concern is classified transition, an explanation shall be included stating why the area is felt to be appropriate for high density development.
 - (d) In determining the amount of additional transition lands necessary to meet the projected urban population and economic growth, the town may utilize estimates of average future urban population density that are based upon local land policy, existing patterns and trends of urban development within the town, and densities specified in local zoning, if any; an estimate of additional transition class lands should be based upon a guideline density of 2,000 persons or 500 dwellings per square mile.
- (3) Discussion. As noted earlier in the economic and community development section, the Town of Windsor is pro-growth. To date, annexations have helped the town achieve much of the recent growth. Recently, the town has considered annexing two (2) areas within the Planning Area that are classified as transitional. These areas include an area beginning at the southernmost boundary of the town limits and extending southward along U. S. 17 - 13 and an area on U. S. 17 north beginning at the town limits and running approximately 5,200 feet and then down the Souci Road approximately 3,800 feet from U. S. 17.

Another transitional area is located between U. S. Highway 13 Bypass and the present town limits. Transitional areas also exist on both sides of U. S. 17 Bypass. Two (2) other transitional areas are located along U. S. 13 Bypass to Ahoskie. Other areas classified as transitional include the Industrial Park Site and vacant lands within the town limits. (See Land Classification Map.)

(C) Community

(1) Purpose. The purpose of the community class is to provide for clustered land development to help meet housing, shopping, employment, and public service needs within the rural areas of the town.

(2) Description. Lands to be classified community are those areas within the rural areas of planning jurisdictions characterized by a small grouping of mixed land uses, (residences, general store, church, school, etc.), and which are suitable and appropriate for small clusters of rural development not requiring municipal sewer service.

(3) Discussion. Areas of this type in Windsor are located outside of the town limits but within the extraterritorial area. Windsor contains two (2) community areas. One area is located in the northern portion of the planning area along U. S. Highway 13 to Ahoskie and one is located in the eastern portion of the planning area along U. S. 17 to Edenton. (Refer to Land Classification Map.)

(D) Rural

(1) Purpose. The purpose of the rural class is to provide for agriculture, forest management, mineral extraction and other low intensity uses. Residences may be located within "rural" areas where urban services are not required and where natural resources will not be permanently impaired.

(2) Description. Lands that can be identified as appropriate for resource management and allied uses include lands with high potential for agriculture, forestry, or mineral extraction; lands with one or more limitations that would make development costly and hazardous' and lands containing irreplaceable, limited, or significant natural, recreational, or scenic resources not otherwise classified.

(3) Discussion. Most of Windsor's land area falls under this classification. As mentioned earlier, Windsor has a significant amount of forest and agricultural land within the extraterritorial area. This being the case, the town feels that no additional changes should be made to the rural classification as shown in the 1976 Plan. Very little of the anticipated growth will occur in the rural classified areas. This area will be exempted from services necessary to support high density development, (i. e., public water and sewer.)

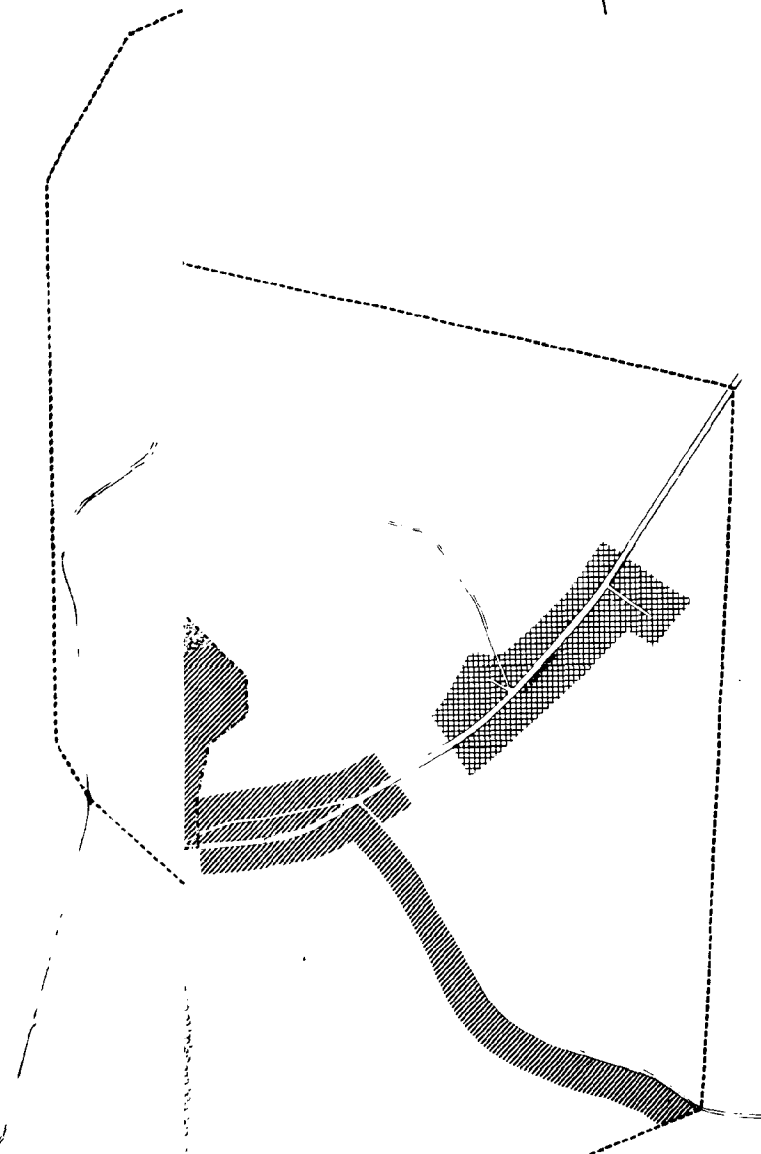
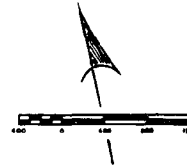
(E) Conservation

(1) Purpose. The purpose of the conservation class is to provide for effective long-term management of significant limited or irreplaceable areas. This management may be needed because of its natural, cultural, recreational, productive or scenic values. These areas should not be identified as transition lands in the future.

(2) Description. The conservation class should be applied to lands that contain: major wetlands, essentially undeveloped shorelands that are unique, fragile, or hazardous for development; historical and cultural resources, which include historical and archeological sites; necessary wildlife habitat or areas that have a high probability for providing necessary habitat conditions; publicly owned water supply watersheds and aquifers; and forest lands that are undeveloped and will remain undeveloped for commercial purposes.

(3) Discussion. Conservation areas in Windsor's Planning Area include (1) all surface waters and (2) areas adjacent to the Cashie River and (3) floodplain areas in and within the town's one-mile jurisdiction. (See Land Classification Map.)

WINDSOR, N. C.



LAND CLASSIFICATION 1974



THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A GRANT PROVIDED BY THE NORTH CAROLINA COASTAL MANAGEMENT PROGRAM, THROUGH FUNDS PROVIDED BY THE COASTAL ZONE MANAGEMENT ACT OF 1972, AS AMENDED, WHICH IS ADMINISTERED BY THE OFFICE OF COASTAL ZONE MANAGEMENT, NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION.

V. RELATIONSHIP OF POLICIES
AND LAND CLASSIFICATION

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AND LAND CLASSIFICATION

The CAMA Update Guidelines direct each local government to discuss the manner in which the policies developed apply to each land class. The local governments are also required to describe the type of land uses which are appropriate in each class. What follows is the Town of Windsor's effort to comply with this requirement.

A. Developed and Transition Classes

The policy statement section of this plan indicated that the town encouraged high density development in or within close proximity of the town limits where urban services can be provided. This is noted on the land classification map. Developed and Transition Land classes are designated to accommodate all types of high density future urban land uses which necessitate water and sewer. This includes residential single-family and multi-family development, commercial and industrial development, utilities, community facilities and transportation facilities. New development will conform and be consistent to the Windsor Zoning Ordinance and Subdivision Regulations.

B. Community Class

Intense development will not be encouraged in the community land classification. This land class provides for clustered land development to help meet housing, shopping, employment and public service needs

within rural areas. This area is expected to accommodate a small amount of residential growth. Therefore, the town does not anticipate extending public services to areas in this class unless the service will alleviate a serious public health problem. Water provision is the only service to be provided in this class.

C. Rural Class

A significant portion of Windsor's land area has been designated as rural. This land class provides for agriculture, forest management, mineral extraction and other low intensity uses. Some large development may be encouraged in the Rural Class if there is a possible threat to the urban populace and if the Developed and Transition Land Classes are not suited for such development. Such large developments include airports, power plants, and hazardous materials storage. The Windsor Zoning Ordinance will continue to direct development within those areas classified as rural.

D. Conservation Class

The Conservation Class is designated to provide for effective long-term management of significant limited or irreplaceable areas. This management is needed because of the natural, cultural, recreational, productive or scenic values that the areas may possess. The resource protection and resource production and management section of this update examined Windsor's valuable resources and addressed the town's intentions under the conservation classifications.

VI. INTERGOVERNMENTAL
COORDINATION AND IMPLEMENTATION

VI. INTERGOVERNMENTAL COORDINATION AND IMPLEMENTATION

Some of the problems discussed in this plan are common to other municipalities within Bertie County. The commonalty of these problems often require common solutions and responses. With this in mind, the Coastal Resources Commission wishes to encourage a broad based inter-governmental coordination role to help solve these common problems.

This coordination may be described in three (3) ways:

1. The policy discussion and the land classification map encourage coordination and consistency between local land use policies and the state and federal governments. The local land use plan is the principal policy guide for governmental decisions and activities which affect land uses in Bertie County.
2. The local land use plan provides a framework for budgeting, planning and for the provision and expansion of community facilities such as water and sewer systems, schools and roads.
3. The local land use plans will aid in better coordination of regulatory policies and decisions by describing the local land use policies and designating specific areas for certain types of activities.

Specifically, the Town of Windsor has and will continue to foster intergovernmental coordination by the following means:

1. The Town has expressed a desire to work with the Extension Service, North Carolina Forest Service, ASCS, Soil

Conservation Service and other federal and state agencies in cooperative agreements to implement specific policies outlined earlier.

- (2) The Town of Windsor is a member of local municipal and county administrators organization. (a group set up by the Mid-East Commission to better coordinate activities of local government administrators in Region Q. Monthly meetings are held in which common problems and solutions are discussed by members.
- (3) The Town has developed a five-year work program that will be revised in 1986. The development of such a plan illustrates the town's commitment to implement and coordinate the land development plan.
- (4) The Town will work with the N. C. Department of Cultural Resources in protecting and enhancing its cultural, historical and archeological resources.
- (5) The Town will continue a working relationship with Bertie County to insure consistency with all plans and policies that may effect both units of government.

VII. PUBLIC PARTICIPATION

VII. PUBLIC PARTICIPATION

The CAMA Update Guidelines encourage the town to employ a variety of public participation techniques to assure broad involvement in the planning process. As a result, many means of soliciting public participation were used.

The Windsor Planning Board was delegated with the responsibility for developing this update. This board was selected because they were delegated with the same responsibility for developing the original Windsor land use plan. Thus, the planning board has some understanding as to what is needed to get citizen input.

Below are the techniques used to obtain citizen input during this update process:

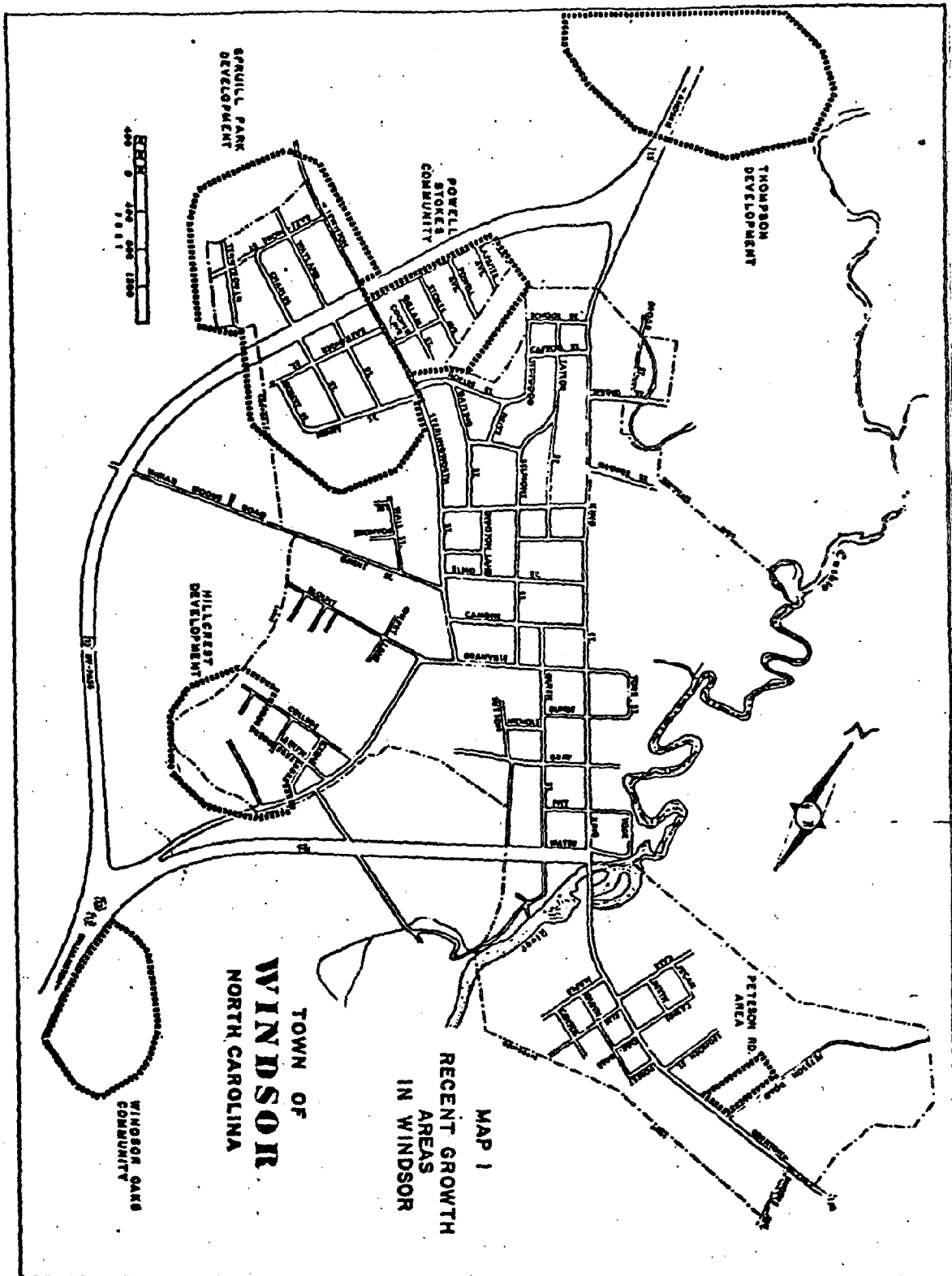
- (1) A questionnaire was developed and administered to civic leaders to get their input on land issues facing the town.
- (2) The same questionnaire was sent to the Planning Board members to get their input on land issues facing the town.
- (3) Each planning board meeting was open to the general public.
- (4) Public notices were placed in the local paper of public hearings.

The town council plans to continue to use the planning board as its vehicle for soliciting citizen input on community issues. As stated in the proposed five-year work program, this board will develop and distribute a questionnaire every five-years to educate and solicit citizen views on planning related issues. The monthly planning board meetings will also continue to be open to the general public.

VIII. APPENDICES

APPENDICES

- A. Map 1 Recent Growth Areas in Windsor
- B. Historic Sites in Windsor
- C. Annual Evaluation Form



HISTORICAL SIGNIFICANT STRUCTURES IN WINDSOR

Bowen House
102 Queen St.

Large turn-of-the-century Victorian house, two-and-a-half stories with high hip roof and interior chimneys. Wrap-around porch with square posts and turned balusters with octagonal corner projection. Front entrance has leaded side and transom lights. Several large gables with louvred openings and shingles. Interior has impressive spool-turned stair screen in hall and Colonial Revival mantels.

Carter-Mitchell-Cobb House
N. King St., beside Windsor Elementary School

Two-story double-pile plan house built in two parts. The front or earlier section was probably a two-story, three-bay house and features two double-shoulder chimneys, one laid in Flemish bond, with Federal period two-part architrave interior trim with graining. A dated brick in a chimney indicates the rear section was built in 1856 by William P. Mitchell, great-grandfather of the present owner. A shed porch has replaced a smaller one, the outlines of which can still be seen.

Cherry House
S side York St.

Small gambrel roof house, long reputed to be the oldest house in Windsor. Shed porch across front with shed rooms to side and rear. Small shed dormer with 4/4 sash, one window with 6/6 sash and large front door under the porch. Much restoration has been done to the house in recent years.

Dail House
313 King St.

Two-story hip roof house, turn-of-the-century period, with paired windows and central projecting bay with gable, hip roof porch across facade. Extensive symmetrical additions to the rear.

Dr. Henry Vaughan Dunstan's Office
N. side King St.

Small hip roof building with chamfered cornerposts and chamfered window and door trim with molded caps. Interior is completely finished with wide beaded flush sheathing. Used as the office of Dr. Henry Vaughan Dunstan, who practiced in Windsor from soon after the Civil War until 1908. Moved from its original site across the street and now used as a service station.

Earley House
402 S. Queen St.

Two-story, three-bay gable roof house with rear wing, last quarter of the 19th cent. The house features a double portico with elaborate sawnwork trim and distinctive sawnwork brackets and cornice above the windows.

Freeman Hotel
101 Queen St., jct. with Granville St.

Large two-story Greek Revival structure, three bays deep with fanlights in gables. Double portico across facade with sawnwork trim is probably not original, and the facade fenestration appears much changed. Fluted exterior trim with cornerblocks. Unusual arrangement of large 9/9 sash on the upper

floor, with smaller 9/6 on the lower. Hotel originally sat close to the street, but has been moved back considerably.

Gatling House
106 Queen St.

Large two-and-a-half story Victorian house, turn-of-the-century period. Large street front gable with wooden shingles. Wrap-around porch with elaborate sawn and spindlework detail and octagonal corner projection. 1/1 sash with louvred blinds.

J.B. Gillam House
401 King St., jct. w/ Pitt St.

Much remodelled Georgian house. Two-stories, five bays, with high hip roof, Flemish bond foundation and double-shoulder chimneys. Much original beaded and molded siding survives. Received extensive additions and changes in the Greek Revival period and ca. 1900 when all the sash was replaced, a wrap-around porch with corner pavillion replaced a double portico, and much of the interior trim replaced. One arched fireplace with raised panel overmantel and the original raised six-panel front door survive from the Georgian period. There are some Greek Revival two-panel doors and mantels from the mid 19th cent.

Thought to have been built between 1775 and 1790, possibly as a side-hall plan house, it has been owned by Col. Elisha Rhodes, Minister to the Republic of Texas, George Washington Capehart, the builder of Scotch Hall, and David Outlaw, prominent ante-bellum lawyer and politician of Bertie Co.

Gillam House
103 Pitt St.

Story-and-a-half Victorian cottage with a one-story porch across the front with elaborately turned spindlework. A distinctive feature in a house this small is the octagonal corner tower.

Gray-Gillam House
S side King St.

Two-story, three-bay house thought to have been on this lot by 1790. The house sits on a Flemish bond basement with brick floor and has two Flemish bond paved double-shoulder chimneys serving the front section of the house, and two single-shoulder chimneys to the rear. Hip roof porch with sawn posts across the facade. Much molded siding survives. No original interior trim appears to be intact. Served as a Methodist parsonage for thirty years.

Mardre House
208 King St.

Large two-story gambrel roof frame and shingle house, bungaloid style. Porch across front supported by square stone columns. Large hip dormer on front and projecting second floor bay window topped with octagonal turret. Built in 1909.

Inez Matthews House
204 King St.

Handsome example of the Colonial Revival style. Large frame structure with high hip roof and widow's walk. Outstanding is the very handsome two-story portico with paired Corinthian columns supporting large pediment with leaf modillion block cornice. One-story porch runs beneath and across facade.

Mizelle House

SW corner King and Pitt Sts. intersec.

Large two-and-a-half story late 19th cent. house with high hip roof and interior corbeled chimneys. Large gable on front and three-story octagonal corner tower. One-story wrap-around porch with turned posts and balusters. Wooden shingles appear in the gables and dormers.

Mizelle House

101 W. Granville St.

A large and handsome Victorian house of two-and-a-half stories with a three-story octagonal corner tower. A one-story wrap-around porch features elaborate turned and sawn woodwork. The yard is enclosed by a low cast-iron fence. Built in 1868 and extensively remodeled in early 20th cent.

Pierce House

304 N. King St.

Large late 19th cent. two-story L-plan house. Around the turn-of-the-cent. an elaborate one-story wrap-around porch with octagonal corner pavillion was added, as was the three-story octagonal tower at the inside angle of the L. Interior has molded trim with cornerblocks and rondels and pressed tin wainscot.

Rosefield

212 W. Gray St.

Oldest part of the house is thought to have been built by John Gray soon after he bought the property in 1730. Gray's son William gave 100 acres in 1768 for the establishment of Windsor, and was a member of the General Assembly, the Halifax Convention that drew up the state constitution, and the Hillsborough Convention. John Gray's grandson William Blount was born in the house in 1749 and served in the Continental Congress, being a signer of the U.S. Constitution. He was also one the first two senators from the new state of Tennessee after serving as Governor of the Southwest Territory, being appointed to that post by President Washington.

The house is two-stories, with five-bays, and has paved double-shoulder chimneys. A two-story wing with basement and the front porch was added in 1855. Most of the interior trim appears to date from that time also. Several outbuildings remain as well as the family cemetery.

St. Thomas Episcopal Church

207 W. Gray St. at NE corner with Queen St.

Small gable roof church, three bays wide and three deep, built in 1839, with Greek Revival exterior trim. Small square belfry with louvred openings surmounted by an octagonal spire covered with wooden shingles. Small entrance vestibule is a 20th cent. addition, pointed arch stained glass windows are not original. Interior has been renovated. Church is surrounded by an old and well maintained cemetery containing the graves of Judge Francis D. Winston of Windsor Castle, and the widow of Governor John Branch.

Spellings-Bond-Sutton House

402 King St., NE corner with York St.

Ante-bellum home extensively altered by Lewis Bond, sheriff of Bertie Co., ca. 1900. Previous to that, it has served many years as the Episcopal rectory. At the present, the house is of two-and-a-half stories with hip roof and interior chimneys, large gables, and a one-story wrap-around porch with Tuscan columns and turned balusters.

Sutton-Hoggard House

302 King St., NE corner with Gray St.

Handsome two-and-a-half story house, two rooms deep with side-hall plan, two paved single-shoulder exterior end chimneys, tri-part windows in attic gables, and hip roof porch with sawn posts. Handsome interior trim of Federal-to Greek Revival transitional period. Present doorway with fanlight and one-story side wing added in 1925. Known to have been here by 1842, the house was owned 1848-1852 by Patrick Henry Winston, the builder of Windsor Castle, and was occupied during the Civil War by Dr. Turner Wilson, whose office still stands to the rear of the house.

Webb-Askew House

N side King St.

Two-story house with one-story rear kitchen wing, built soon after the Civil War by R.W. Askew with timber shipped from Baltimore. The front features a double portico with pediment and paneled box columns with sawnwork trim. The interior features simple Victorian trim; the rear wing has been raised to two stories.

Windsor Castle

W end of Winston Lane

Large Greek Revival house built in 1858 by prominent lawyer Patrick Henry Winston. Built as a large two-story structure with hip roof, interior chimneys, paired windows, and a one-story porch with pediment supported by four box columns. In 1908-09 Judge Francis Winston turned the rear of the House into the entrance front with the addition of a large two-story portico with paired Ionic columns supporting a pediment. The original porch survives, but is enclosed by several later additions.

Patrick Henry Winston had four distinguished sons: George Tayloe Winston, president of the University of North Carolina, the University of Texas, and N.C. State College; Robert Watson Winston, a North Carolina Superior Court judge; Patrick Henry Winston, Jr., Attorney General of the State of Washington; and Francis Donnel Winston, state legislator, Lieutenant Governor, and judge of the Superior Court.

House

206 King St.

Large one-and-a-half story house, bungaloid style. Rests on a high brick foundation with engaged porch supported by small paired columns on brick piers. Large shingled gable with four small banded windows. House is identical to 210 King St.

APPENDIX C
LAND DEVELOPMENT PLAN
ANNUAL EVALUATION FORM

A. OBJECTIVE ATTAINMENT YEAR FY _____ to _____

B. OBJECTIVE STATEMENTS

- 1.
- 2.
- 3.
- 4.
- 5.

C. PROGRESS MADE TOWARD IMPLEMENTING OBJECTIVES

- 1.
- 2.
- 3.
- 4.
- 5.

D. PROBLEMS ENCOUNTERED IN MEETING OBJECTIVES, IF ANY

- 1.
- 2.
- 3.
- 4.
- 5.

E. RECOMMENDATIONS

- 1.
- 2.
- 3.
- 4.
- 5.

Planning Board Chairman

Date

EXECUTIVE SUMMARY

COASTAL AREA MANAGEMENT

LAND USE PLAN UPDATE

WINDSOR, NORTH CAROLINA

THE PREPARATION OF THIS REPORT WAS FINANCED IN PART THROUGH A GRANT PROVIDED BY THE NORTH CAROLINA COASTAL MANAGEMENT PROGRAM, THROUGH FUNDS PROVIDED BY THE COASTAL ZONE MANAGEMENT ACT OF 1972, AS AMENDED, WHICH IS ADMINISTERED BY THE OFFICE OF COASTAL ZONE MANAGEMENT, NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION.

The following is a summary of the Town of Windsor's CAMA Land Development Update. The update is consistent with the requirements of the Coastal Area Management Act. It was written in accordance with the amended Land Use Planning Guidelines effective as of September 1, 1979. Thus, the update and the original 1976 Plan will serve as a "blueprint" for future development in the Town of Windsor.

The CAMA Guidelines state that the major purpose of periodic updating of local land use plans is to identify and analyze emerging community issues and problems.

The guidelines further give the following objectives the update should meet:

- 1) to further define and refine local policies and issues;
- 2) to further examine and refine the land classification system and the land classification map;
- 3) to assess the effectiveness of the existing land use plan and its implementation;
- 4) to further explore implementation procedures; and;
- 5) to promote a better understanding of the land use planning process.

What follows are the issues that were defined in the update, possible policy alternatives, the community's chosen policies, and a description of how the adopted policies will be implemented.

A. ISSUE - RESOURCE PROTECTION

Certain natural resources within the coastal area contain unique features that give them particular environmental value. The Coastal Resources Commission has designated these unique features as areas of environmental concern. The only Area of Environmental Concern within the town is the Public Trust Waters. These waters are defined as all navigable waters

within the town and its planning area. A full description of these waters can be found in the original CAMA Plan (p. 87.) Local officials feel that recreational uses are appropriate for this AEC. Officials stress activities such as fishing, boating and wading for this area. Activities the town will prohibit in these waters include use as a drinking water supply and for culinary or food-processing purposes.

Turning from Windsor's only AEC an examination of the town's other resources must be made including a description of their constraints. The constraints land suitability section of this plan indicated that Windsor had two types of physical constraints to development. The first constraint is a man-made hazard involving the town's storage areas for oil and petroleum. Development surrounding these storage areas is directed by the Windsor Zoning Ordinance. The use of this ordinance to direct future development close to these areas will assure compatible land uses. The second constraint is a natural hazard in the form of a flood hazard area. This area is located within the Cashie Flood Plain. Development is directed by use of the town's floodway ordinance. Windsor is also under the Emergency Flood Insurance Program.

Windsor's elevation and frequent flooding have caused a problem for some soil associations within the planning area. Therefore, the soils in the planning area can also present a constraint to development. Refer to the constraints and land suitability section in the update for a full description of the problem concerning the soils. Local officials have indicated that they will use the completed soils survey report to help local residents make better land use decisions.

Other natural resources found within the Windsor Planning Area include the agricultural and forest lands. These lands are dominate in land use and also have a significant impact on the town's economic base,

as the economy and population section of the update denotes. Therefore, the proper management and protection of these resources is important concerning the economic well-being and social stability of the Town of Windsor.

Windsor contains approximately twenty-three (23) historic structures of significance. These historically significant structures have helped the town realize the need for establishing a district for the protection of the town's only historic resources. The establishment of such a district indicates concern regarding the town's past history.

Presently, the County prepares hurricane and flood evacuation plans for all municipalities within the County. Therefore, Windsor officials do not have to prepare such documents for the town. The needs for such plans are obvious and continued participation with the County in such plans will assure adequate protection for the town.

Policy Alternatives

- (1) The Town could choose not to protect its natural resources.

This alternative should be unacceptable because of the important role natural resources play in the overall economy of the Town.

- (2) The Town could plan facilities so that they will not impact historically significant properties. As mentioned earlier, the town is establishing a historic district which will contain the majority of the town's historic sites. Preserving and protecting this area could bring tourist dollars into the town.

- (3) The Town could allow no development in AEC. It is not clear under this alternative whether the Town has the statutory authority to allow no development at all in AEC.
- (4) The Town could allow limited development in its designation AEC such as: piers and wharfs. This alternative is consistent with the CAMA Guidelines and is considered to be more feasible than the preceding alternative.
- (5) The Town could support all federal and state programs aimed at protecting fragile environmental areas.
- (6) The Town could or could not develop its own hurricane and flood evacuation plans or continue to be a part of the County's plan.

Policy Choices

- (1) The Town will discourage development that is found to be non-compatible to the local soil characteristics.
- (2) The Town will not support development that negatively affects hazardous or fragile land areas such as AEC and historical and archeological properties.
- (3) The Town will allow limited development in its designated AEC's consistent with 15 NCAC 7H, 7J, 7K, and 7M.
- (4) The Town will continue to be included in the County's Hurricane and Flood Evacuation Plan.

Description of the Proposed Implementation Procedures

- (1) The town council and town administrator will make the recently completed Soil Survey an important part to the town development process by 1982.
- (2) The Town will not provide services to projects that could have a negative impact on fragile or hazardous environmental areas. These services include water and sewer services, solid waste disposal, and recreational facilities.
- (3) The town administrator (permit letting officer) will continue to enforce the CAMA minor permit letting system in designated AEC's.

B. ISSUE - RESOURCE PRODUCTION AND MANAGEMENT

As mentioned earlier, natural resources in and within close proximity to the town include the productive agricultural and forest lands. Windsor also has one designated AEC. All of these resources impact on the local community in some way, thus, they should be properly managed to assure continued benefit to the town. What follows here is a discussion of these resources and their impact on the Town of Windsor.

Productive agricultural lands encompass approximately 1,858 acres and are located throughout the town's one-mile area. All agricultural lands are currently devoted to crop production or have crop production as their primary function. Presently, twelve percent (12%) of the local farms are involved in agricultural activities.

Forest production also has a positive impact on the local economy. These land uses are also located throughout the town's one-mile area.

Presently, sixty-three percent (63%) of Bertie County's manufacturing firms are located in Windsor and are related to forestry activities. When we combine forestry with agriculture the economic impact is very significant. Together they comprise seventy-five percent (75%) of the local firms involved in forestry and agriculture. However, the adverse affects of the operations of both activities should be weighed. Operations such as draining and ditching should be watched because of the possible effects it could have on another industry or resource, namely fishing. However, Windsor has no vast amount of commercial or recreational fishing. Thus, improved agricultural and forest programs and proper management could increase the yielding production of these resources.

As aforementioned, Windsor has no commercial fisheries. The Town does have an AEC, Public Trust Waters. Public trust areas are all waters in the coastal zone in which the public has acquired rights by prescription, custom, usage, dedication or any other means. In Windsor's case these waters are used for recreational fishing and other uses as prescribed by the CAMA Guidelines. Proper management should continue to be given to this area because of the aesthetic value and potential for economic development.

Off-road vehicles have not caused any problems in Windsor, therefore the Town has no policy regarding this issue.

Policy Alternatives

- (1) The Town could not be involved in any resource production or management activities. This alternative should be unacceptable because of the economic impact those resources have on the Town.

- (2) The Town could support all federal and state programs dealing with the management of commercial and recreational fisheries. There is no commercial fishing occurring within the town, however, there is a need to protect the little recreational fishing that currently exist.
- (3) The Town could support all federal and state programs that deal with the management of commercial forest. Of the fifteen (15) firms located in Windsor, sixty-three percent (63%) of the firms have activities that involve forest related projects. This denotes the importance of forestry to the Town.
- (4) The Town could support all federal and state and programs that deal with the management of agricultural lands in its planning area.
- (5) The Town could choose not to utilize the soil survey reports. This should be unacceptable because the purpose of the on-going soil survey is to help landowners make better land decisions, thus bringing about better management of one of the town's valuable resources (its soils.)

Policy Choices

- (1) The Town will use the soil survey because of the importance in maintaining productive agricultural lands and providing information for land use decisions.
- (2) The Town will support all federal and state programs that deal with the management of commercial forest and agricultural lands.

- (3) The Town will support when feasible, all federal and state programs dealing with the management of commercial fisheries and recreational fishing.
- (4) The Town does not have any known mineral production areas at the present time. However, if any are found, they will be developed in a manner such that their production will be consistent with all other resources protection and production policies.
- (5) The Town does not have a policy on off-road vehicles because the issue does not concern Windsor.

Description of the Proposed Implementation Procedures

- (1) The town administrator and clerk will utilize the completed Soil Survey Report as a base for providing information concerning land use decisions by 1982.
- (2) The town administrator and clerk with the aid of county, state, and federal agencies will provide information for proper forest and agricultural management to local residents by 1982.
- (3) The Town will continue to utilize its adopted Zoning Ordinance, Subdivision Regulations and CAMA permit issuing powers to help manage its land resources.

C. ISSUE - ECONOMIC AND COMMUNITY DEVELOPMENT

The economic and community development issues of the 1976 Plan are still significant today. Local residents realize the importance of both issues as related to job opportunities and improved housing conditions.

Town officials realize that economic development can assure the maintenance of a strong local tax base and help provide an upgrade in services. They also know that new community development suggest the need for more public services in areas experiencing growth. What follows here is a discussion on the economic and community development issues that face Windsor.

All types of development are encouraged within the Windsor Planning Area. The 1976 Plan suggest (p. 58) that the Town wishes to continue the existing developmental patterns occurring in town excluding incompatible land uses.

Patterns of economic development, commercial and industrial have not changed since the original CAMA Plan. Concentrations of commercial establishments are still centered in the Central Business District (CBD.) However, physical deterioration is still a problem for the CBD coupled with the competition of neighboring plazas and shopping centers. To help this situation the town had the East Carolina University - Regional Development Institute prepare a redevelopment plan for the CBD. This plan included architectural designs for all of the establishments in the downtown business area. The town officials and local merchants hope that the renewed interest in this area will help generate more economic activity. The development of the Historic District should also aid in the CBD revitalization.

Industrial growth has been steady in the Windsor Planning Area. As mentioned earlier, state and local officials have suggested future industrial development occur in the industrial park site. The proximity to major northeastern routes and a twelve (12") inch water line serving the area add to the attraction of industrial prospects. The most recent of these prospects is the June Day Manufacturing Company,

a bathing suit manufacturer. The Town will continue to provide public services when feasible to help expand the commercial and industrial development near the town. Turning from Windsor's economic development issues we look at the community development issues that exist in the town.

As the existing land use section of the update suggest Windsor has been characterized by steady residential development. Presently, steady growth patterns are occurring in several communities and subdivisions within the town. Communities experiencing residential growth include Spruill Park Development, Hillcrest Development, Powell Stokes Community, the Thompson Development and the Windsor Oaks Community.

A previous problem concerning residential development involved land use compatibility. This issue concerned conflicting land uses of residential and industrial properties near the Windsor Oaks Community. The strict enforcement of the Windsor Zoning Ordinance resolved this issue and has been important in directing development in Windsor.

Town officials and area residents are also concerned with preserving the local housing stock. The Town currently administers a federal housing program. The program is funded through the Department of Housing and Urban Development (HUD) under their Small Cities Community Development Block Grant Program. In addition to housing improvements, local officials also understand that some public improvements can be made under this grant program. Thus, we see the redevelopment of older or distressed residential neighborhoods is an issue the town is working to resolve.

Local officials have encouraged development in and within close proximity to the town's corporate boundaries. The officials feel that clustering developmental patterns will lessen service extension cost i. e., water and sewer lines. The constraints-capacity of community facilities section of the update suggest that the present facilities will be capable of any additional demand anticipated by an increased population.

The Town of Windsor does not have a policy on energy facility siting. However, such facilities would have to adhere to the Windsor Zoning Ordinance, if they are located within the Windsor Planning Jurisdiction.

The Town does not have policies on tourism, beach or waterfront access. However, the town should create a policy concerning tourism since it is in the process of establishing a historic district. Creation of such a policy can add dollars to the local economy.

Another issue of local concern is annexation. As the population and economy section of the update notes, Windsor's present growth can be attributed to recent annexations. Presently, the town is considering two (2) new areas near the town for possible annexation. These areas include: (1) an area on U. S. 17 North beginning at the town limits and running approximately 3,800 from U. S. 17 and (2) an area on U. S. 13 beginning at the town limits and running to the Cashie River. The town council has requested and received a grant commitment under the N. C. Clean Water Bond Act to help in the extension of services to areas of proposed annexation. Other grant funds are currently being pursued for service provision. From the preceding paragraph it can be seen that the Town of Windsor is pro-growth. Thus, it is the town's policy to annex areas close proximity of the present town limits according to

G. S. 160A-36. This annexation policy is contingent upon the town receiving funds to decrease the cost of the service provision.

Policy Alternatives

- (1) Do not seek additional economic or community development in the Town. This alternative would be impractical since the town council has taken a pro-growth position concerning this issue.
- (2) To commit the Town to such programs as Community Development Block Grants and Highway programs and other federal and state programs that could aid the town in its economic and community development.
- (3) To encourage development and redevelopment in and within close proximity of the town's corporate limits. This policy would serve to lessen the cost of infra-structure extensions (i. e., water and sewer.)
- (4) To investigate funding sources for the redevelopment of the Central Business District (CBD.)
- (5) The Town could or could not develop policies on energy facilities siting.
- (6) The Town could or could not develop a policy on tourism and waterfront access.
- (7) To investigate state and federal agencies concerning funding for annexations.
- (8) The Town does not have a policy on channel maintenance since it is the responsibility of the Corps of Engineers or beach nourishment since there are no beaches in the planning area.

Proposed Policy Choices

- (1) The Town will be committed to state and federal programs mentioned in the policy alternatives. This commitment will be shown by inviting the appropriate state and federal officials to educate the town about such programs.
- (2) The Town will encourage development and redevelopment in and within close proximity of the town's corporate limits.
- (3) The Town will allow energy generating facilities-power plants, both nuclear and conventional, electrical switching substations and other energy related facilities only in those areas away from population clusters.
- (4) The Town will continue to apply for state and federal funds for the town's community development needs.
- (5) The Town Council supports tourism in the Windsor area.
- (6) The Town Council supports limited access to the Cashie River for recreational purposes.
- (7) The Town Council will support revitalization efforts for Windsor Central Business District (CBD.)

Description of the Proposed Implementation Procedures

- (1) The Town will continue to participate in state and federal programs by applying for both state and federal community development funds by 1982.
- (2) The Zoning Ordinance and Subdivision Regulations will continue to be used to direct development and redevelopment in and within close proximity to the corporate limits.
- (3) The Town will utilize service provision as a means of

implementing a cluster development pattern by 1982.

- (4) The Town Council will investigate methods of educating the general public about its historic district by 1982.
- (5) The Town will investigate developing a feasibility study on locating a public boat ramp within the Windsor Planning Jurisdiction by 1983.
- (6) The Town Council will work with local merchants in coming up with proposals for downtown redevelopments.

D. ISSUE - CONTINUING PUBLIC PARTICIPATION

The present CAMA Guidelines encourage public involvement in the planning process. Consistent with this belief, the governing body of officials appointed a planning board to serve as a vehicle for citizen participation. This board being an extension of the town commissioners is charged with the responsibility of researching, studying, surveying and discussing planning matters of significance to the Town of Windsor. All planning board meetings are open to the general public and provide the opportunity for public involvement.

Policy Alternatives

- (1) The only alternative to one of public participation is one of non-participation by the public. This alternative is totally against the foundation of our Democratic ideology.
- (2) The Town could continue to expand public participation mechanisms to educate and inform its residents. This alternative would be the ideal choice. It calls for the development of mechanisms to get more people involved in the planning process. By doing this a broader perspective can be

obtained and translated into policy by the governing body.

Policy Choice

- (1) The Windsor Planning Board has recommended to the Town Commissioners to implement, improve and expand its public participation efforts in reference to land use issues.

Description of Proposed Implementation Methods

- (1) The Planning Board will develop a questionnaire that will be administered every five (5) years to gauge citizen opinions about land use issues.
- (2) Announcements of all planning board meetings will be placed on radio as a public service announcement.
- (3) The Clerk to the planning board will work with local news media personnel in developing relevant news items concerning planning board meetings as a means of public education.

E. OTHER SPECIFIED ISSUES

The Coastal Resources Commission has specified that certain issues be addressed in the Windsor Land Use Update. These issues include, (1) Downtown Revitalization and (2) Water and Sewer problems. The following summarizes the town's efforts under each issue:

(1) Downtown Revitalization

The Town of Windsor has embarked upon a program for the revitalization of the Central Business District (CBD). This revitalization project is aimed at halting the physical deterioration that has plagued the CBD and to make the downtown area more attractive. A few years ago the East Carolina University - Regional Development Institute assisted in preparing a Fascade Plan for the downtown. Some merchants have made suggestions for improving the ECU proposal. Currently, the town is taking the following steps to continue the CBD revitalization efforts:

- (A) Putting brick sidewalks in the Central Business District
(CBD)
- (B) Planting holly trees in the CBD
- (C) Development of a downtown park and petting zoo
- (D) Establishing a Historical District which encompasses the CBD
- (E) Moving a structure of historic significance located within
the CBD to a new location for rehabilitation purposes. This
structure will be used by the Chamber of Commerce.

Thus, there is still a commitment on the town's part to help revitalize the Central Business District (CBD.) The town council will continue its efforts to revitalize the CBD by any means possible.

(2) Water and Sewer

The capacity of community facilities section of the update identified no current or future water and sewer problems for the Windsor area. The only problems foreseen with the provision of these services is related to extending them to possible areas of annexation. The town realizes that due to the rising cost of construction the town may have to delay some of its planned annexation. Since the town has taken a pro-growth stand those areas proposed for annexation will only be annexed when funds are available for the provision of water and sewer services.

F. PROPOSED FIVE-YEAR WORK PROGRAM

This proposed work program has been developed and incorporated into the planning process to monitor and update the progress being made toward achieving the goals and objectives outlined in the update. This evaluation procedure should measure progress toward achieving a proposed five-year work program. It is recommended that the planning board make progress assessments at the end of each fiscal year; and forward all recommendations to the town council. The major evaluation goal is to accomplish those stated objectives within a five-year time period. In some instances, it may be necessary to reprioritize objectives; and, in other instances, implementation of the stated objectives may be ahead or behind schedule. The following is a proposed five-year work program for Windsor's CAMA Land Use Update.

FY 1981 - 82

- 1) Begin utilizing the completed soil survey to make land use decisions
- 2) Make needed revisions to Windsor's Subdivision Regulations
- 3) Continue to apply for State and Federal Community Development Funds
- 4) Develop detail enforcement and evaluation criteria for the Historic Properties Commission
- 5) Educate general public about Windsor's Historic District

FY 1982 - 83

- 1) The Town Administrator and clerk will seek the aid of State and Federal agencies on proper forest management practice when called to do so by town citizens.
- 2) Develop a brochure for the adopted Historic District
- 3) The Town will develop a feasibility study on locating a public boat ramp within the Windsor Planning Jurisdiction.

FY 1983 - 84

- 1) The Town will continue to apply for Community Development Funds
- 2) The town's Historic Commission will institute a slide presentation program concerning Windsor's Historic District
- 3) The Town will conduct a electrical consumption study (on residential usage.)

FY 1984 - 85

- 1) Continue to apply for Community Development Funds
- 2) The Town will conduct a water system study
- 3) The Town will develop a Community Facilities Plan.

FY 1985 - 86

- 1) Update the Land Use Plan
- 2) Develop a Citizen Opinion Survey and distribute to general public.

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